

# **INCIDENT MANAGEMENT TASK FORCE**

## **White Paper**



October 2, 2003

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Chairman  
Incident Management Task Force  
of the Connecticut Transportation Strategy Board

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At the May 14, 2003 Incident Management Task Force meeting, you established two subcommittees to specifically address items listed in the Incident Management section of the most recent Transportation Strategy Board report to the legislature. These subcommittees were to address Incident Management topics and Towing and Recovery topics, respectively.

Incident Management topics addressed were:

1. Standards for highway incident response times
2. Diversion plans for serious accidents that close limited access highways
3. Primary authority among responders to manage a highway incident scene
4. Expanding the Connecticut Highway Assistance Motorist Patrol (CHAMP) service
5. Additional incident management issues

Towing and Recovery topics addressed were:

1. Emergency Lane Clearance
2. Training and Certification
3. Heavy Duty Saddle Tank Recovery
4. Additional Equipment, Services and Manpower
5. Pre-positioning of Service or Towing Equipment During Rush Hours
6. Highway Parking – Abandoned Motor Vehicles (AMV)

We are submitting the enclosed White Paper as documentation of the work undertaken by our two subcommittees.

In addition to completing our research, we have drawn some conclusions based on the fact that there is little or no existing funding available to advance the TSB Incident Management Task Force incident management recommendations. We suggest, therefore, that the policies and procedures that can be undertaken almost immediately and for little or no cost be the focus of incident management in the near future.

As a first step, we suggest that a permanent statewide Incident Management Task Force be established. With the Transportation Strategy Board's support, the duties of this Task Force and designated working groups and appropriate agencies and organizations should be:

1. To reissue the Statewide Incident Management Policy
2. To endorse the Unified Command System (UCS)
3. To develop a UCS Manual
4. To sponsor training and drills in the UCS procedures
5. To continue to address topics listed above, plus any additionally identified issues
6. To develop and champion policies that promote coordination among responding agencies
7. To identify, estimate costs, find funding and implement worthwhile projects
8. To evaluate progress and propose additional changes
9. To share lessons learned with all responders

In addition, the TSB should encourage all responding agencies to endorse the Statewide Incident Management Policy and to adopt as an agency goal the continuing improvement in response and clearance times, and to support that goal with appropriate policies, programs, projects and funding.

Incidents on our Connecticut highways cost untold dollars in lost employee productivity, discourage economic development, put responders at serious risk from secondary incidents, add pollutants to the air, and degrade our quality of life. The quick response to and clearance of these incidents should be a high priority to our lawmakers and to our citizens.

We appreciate this opportunity to provide our findings and recommendations on these important matters. We ask that the Transportation Strategy Board endorse our findings, and send them with the Board's support to the State legislature. We look forward to continue working with you to find ways to improve incident management in Connecticut.

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## **Subcommittee Members**

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Chief Wayne Sandford	East Haven Fire Department
Chief Denis McCarthy	Westport Fire Department
Sgt. Henry Perucki	Department of Public Safety – Division of State Police
Mark DeCaprio	Department of Environmental Protection
Roman Pryputniewicz	Towing and Recovery Professionals of Connecticut
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## TSB Incident Management Task Force Subcommittee White Paper - Executive Summary

### Background

In January 2003, the Transportation Strategy Board (TSB) created an Incident Management Task Force to develop policies and implementation plans related to incident management for submission to and consideration by the TSB in September 2003. One subcommittee composed of representatives from agencies involved in incident management, including the Connecticut Department of Transportation (ConnDOT), the Connecticut Department of Public Safety (DPS), the Connecticut Department of Environmental Protection (DEP), police, fire, two regional planning organizations, and the Towing and Recovery Professionals of Connecticut (TRPC) was formed to address **four incident management topics** identified by the TSB:

1. Standards for highway incident response times
2. Diversion plans for serious accidents that close limited access highways
3. Primary authority among responders to manage a highway incident scene
4. Expanding the Connecticut Highway Assistance Motorist Patrol (CHAMP) service

A fifth category was added for discussing other incident management issues.

A second subcommittee composed of representatives from the Connecticut Department of Motor Vehicles (DMV), the Connecticut Department of Public Safety (DPS), and the Towing and Recovery Association Professionals of Connecticut (TRPC) was formed to address **six towing and recovery topics**:

1. Emergency Lane Clearance
2. Training and Certification
3. Heavy Duty Saddle Tank Recovery
4. Additional Equipment, Services and Manpower
5. Pre-positioning of Service or Towing Equipment During Rush Hours
6. Highway Parking – Abandoned Motor Vehicles (AMV)

The product of these subcommittees' research, meetings and collaboration is a *White Paper*, which describes current practices, in some cases best practices, and recommendations for each of the above listed topics. This *Executive Summary* distills the White Paper into a summary description of core findings, practices and status and includes recommendations for each topic. The recommendations are a result of the TSB Incident Management Task Force's review of current and nationwide best practices with the goal of improving Connecticut's incident management program. The findings and recommendations have been summarized in the two *Tables of Findings and Recommendations* on pages ES-3 through ES-9. Our short-term *Conclusions* continue on the next page.

## Conclusions

Upon completion of our research, we have drawn some conclusions based on the fact that there is little or no existing funding available to advance incident management projects. We have focused our recommendations on those items that can be undertaken immediately and with no or little cost.

We suggest that a permanent statewide Incident Management Task Force be established. The first undertaking of this Task Force should be to bring all major responders together to review, revise and reissue the Statewide Incident Management Policy that was first adopted in 1992. This policy recognized the cost of incident-induced congestion and states that the implementation of an incident management program is a top priority. It was signed by the Commissioners of the Department of Transportation, Public Safety, Motor Vehicles and Environmental Protection. Other responders that should endorse this renewed policy include local fire agencies, local police, emergency medical services and the towing industry, all through their statewide associations.

With this policy reissued, each participating agency will have specific direction from its chief administrator to undertake its mission with the added or reaffirmed goal of managing incidents efficiently and effectively, and thus mitigating the impact of incidents on responder safety as well as traffic flow. Each agency should continue to find ways to improve its individual response effort whether through funding incident management projects or by making changes in policies and procedures.

At the same time, the Incident Management Task Force should work to find ways to improve cooperation and coordination among responding agencies, particularly by endorsing the Unified Command System (UCS) for responding to incidents, developing a Unified Command Manual describing the UCS, and sponsoring training and drills in the procedures cited in the Manual.

The Task Force and incident management stakeholders should also continue to address the topics described in this White Paper and additional issues that may be identified. Policies that promote coordination of response need to be evaluated, developed and championed. The cost of projects must be identified, priorities for implementing those projects established, and funding obtained. As projects are implemented and policies and procedures changed, the incident management program should be periodically evaluated. Progress should be noted, weaknesses identified and additional changes pursued. Lessons learned should be shared with all responders.

Incidents on our Connecticut highways cost untold dollars in lost employee productivity, discourage economic development, put responders at serious risk from secondary incidents, add pollutants to the air, and degrade our quality of life. The quick response to and clearance of these incidents should be a high priority to our lawmakers and to our citizens.

**Table 1: Summary of Incident Management Findings and Recommendations**

**1. Standards for Highway Incident Response Times**

<p><b>Current Practices &amp; Status</b> A first responder is typically at the incident scene in 15 minutes or less.</p> <p><b>ConnDOT</b> During off-hours, ConnDOT field personnel response time is 1 hour after notification.</p> <p><b>DEP</b> All spills regardless of quantity of anything other than clean water must be reported to DEP. The DEP Oil &amp; Chemical Spill Response Division has a 24-hour contact number. DEP may authorize a spill contractor to respond before DEP arrives on-scene. DEP may also authorize the closest pre-qualified contractor to respond.</p> <p><b>Towing &amp; Recovery</b> Per CGS Sec. 29-23a, wrecker operators are to be available 24/7 and must respond to limited access highways within 20 minutes and 30 minutes elsewhere after notification by state police.</p>	<p><b>Recommendations</b> <i>Adopt a goal to continually improve response time, and support the goal with policies, programs, projects and funding.</i></p> <ol style="list-style-type: none"><li>1. Preplan for staging of equipment outside the scene of the incident so it is ready when needed but not in the way.</li><li>2. Preplan response routes and procedures for all responders.</li><li>3. Decentralize decision-making. Each agency should review its procedures to effect rapid response.</li><li>4. Preplan response agencies based upon type of incident, similar to the Massachusetts Unified Response Manual.</li><li>5. Adopt the Towing and Recovery Association of America Vehicle Identification Guide as the standard.</li><li>6. Cross train agencies on needs and activities of responding agencies.</li><li>7. Install and maintain reference markers at 1/10th mile intervals on limited access highways.</li><li>8. Provide live video feed or secure internet access to traffic cameras for appropriate responders.</li><li>9. Support cellular phone and 911 GPS systems as way to locate incidents.</li><li>10. Promote public awareness of how to call in emergencies via cell phone through phone bill mailing and web-site information.</li><li>11. Responding agencies should collect data and routinely evaluation performance, policies, and procedures.</li><li>12. After-incident reviews should be automatic for major multi-agency long duration incidents, and for any request.</li><li>13. Lessons learned from after-incident reviews should be shared with all incident management stakeholders.</li></ol>
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## 2. Diversion Plans for Major Accidents That Close Limited Access Highways

<p><b>Current Practices &amp; Status</b></p> <p>Diversion route plans are available or under development for most Connecticut interstate highways.</p> <p><b>Plans Completed</b></p> <ul style="list-style-type: none"><li>• Rt 8 from Exit 11 in Shelton northerly to Exit 23 in Beacon Falls</li><li>• I-84 from Exit 33 in Plainville easterly to the Massachusetts State Line</li><li>• I-91 from Exit 15 in Wallingford northerly to the Massachusetts State Line</li><li>• I-95 from the New York State Line easterly to Exit 56 in Branford</li><li>• I-95 from Exit 70 in Old Lyme easterly to the Rhode Island State Line</li><li>• I-395 from Exit 76 in Waterford northerly to exit 86 in Griswold</li></ul> <p><b>Plans Under Development</b></p> <ul style="list-style-type: none"><li>• I-84 from Exit 32 in Plainville westerly to Exit 11 in Newtown</li><li>• I-91 from Exit 1 in New Haven northerly to Exit 15 in Wallingford</li><li>• I-95 from Exit 56 in Branford easterly to Exit 69 in Old Saybrook.</li></ul>	<p><b>Recommendations</b></p> <p><i>Provide funding for diversion plan completion, updating and electronic formats for responders and on-line posting.</i></p> <ol style="list-style-type: none"><li>1. Fund development of additional highway-to-highway diversion plans in the Greater Hartford Area.</li><li>2. Complete plans for I-84 from Exit 11 in Newtown, to the New York State Line.</li><li>3. Provide electronic versions of diversion route plans to responders.</li><li>4. Provide diversion route plans on-line so they may be viewed by the public.</li></ol>
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### 3. Primary Authority Among Responders To Manage Highway Incident Scenes

<p><b>Current Practices &amp; Status</b></p> <p>Management of a highway incident on an interstate highway is the responsibility of the highest-ranking State Police officer unless the fire service is on the scene. In accordance with CT General Statutes Sec.7-313e, the fire officer-in-charge has the authority to control and direct emergency activities at the scene.</p> <p><b>State Police</b></p> <p>Typically, State Police is the first responder, serves as incident commander, and calls for additional resources such as fire, EMS, and ConnDOT.</p> <p><b>Fire and EMS</b></p> <p>Protection, rescue and treatment of victims and personnel on-scene are priorities.</p> <p><b>ConnDOT</b></p> <p>Operates two 24/7 centers (Newington &amp; Bridgeport) to manage highways, monitor traffic cameras on I-95, Rte 8/25, and the Greater Hartford area, activate changeable message signs, highway advisory radio, scrolling information on the ConnDOT website, and paging/faxing information to CMED, affected towns, and media. Long-term closures of 2 hours or more trigger implementation of diversion route plans. CHAMP vehicles are deployed, as needed, to remove debris and assist in incidents. 16 portable changeable message signs and portable diversion signage kits are available.</p> <p><b>DEP</b></p> <p>Executive Order 24 designates DEP as the lead state agency on scenes of hazardous material release.</p>	<p><b>Recommendations</b></p> <p><i>Formally establish the incident command system as the policy for Connecticut incident management through update of the Statewide Incident Management Policy.</i></p> <p><i>Develop a unified command system manual and implement training programs, after-incident review procedures, and public awareness programs to support effective incident scene management.</i></p> <ol style="list-style-type: none"><li>1. Develop a unified command procedure manual that includes all major disciplines needed at an incident.<ul style="list-style-type: none"><li>o Identify a State agency responsible for unified command system implementation</li><li>o Create a separate statewide task force of key agencies to develop and update the manual.</li><li>o Adopt the manual as standard operating procedure by all major disciplines.</li><li>o Develop and deliver training for all disciplines of the manual.</li><li>o Conduct drills regionally within State Police Troop districts</li></ul></li><li>2. Develop minimum qualifications and training for incident commanders.</li><li>3. Create public awareness of CT General Statute Sec. 14-224, which requires motorists involved in property damage only accidents to move their vehicles off the limited access highway.</li><li>4. Review, revise and reissue the Statewide Incident Management Policy, fire, police, EMS and towing and recovery organizations.</li><li>5. Equip State Police vehicles with push bumpers.</li><li>6. Establish criteria and conduct debriefings, and share lessons learned with incident management stakeholders.</li></ol>
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#### 4. Expanding the CT Highway Assistance Motorist Patrol (CHAMP) Service

<p><b>Current Practices &amp; Status</b></p> <p>ConnDOT's CHAMP service is provided on expressways in the I-95 southwest corridor and in the Greater Hartford area. The current CHAMP coverage areas follows:</p> <p><b>I-95 Corridor</b></p> <ul style="list-style-type: none"><li>I-95 from New York State Line to Exit 54 in Branford</li><li>I-91 in New Haven from I-95 interchange to Exit 8 (Route 80)</li><li>Route 7 in Norwalk from I-95 interchange to Route 123</li><li>Route 8/25 in Bridgeport from I-95 to Exit 6</li><li>Route 34 in New Haven from I-95 to York Street</li></ul> <p><b>I-84/I-91 Corridors</b></p> <ul style="list-style-type: none"><li>I-91 from Exit 40 in Windsor Locks to Exit 19 in Meriden</li><li>Route 20 in Windsor Locks from I-91 Exit 40 to County Road</li><li>I-84 from Exit 63 in Manchester to Exit 38 in Farmington</li><li>Route 2 from I-84 in Hartford to Exit 8 in Glastonbury</li></ul> <p><b>I-291 Corridor</b></p> <ul style="list-style-type: none"><li>I-291 from I-91 in Windsor to I-84 in Manchester</li></ul>	<p><b>Recommendations</b></p> <p>Funding for the expansion of CHAMP is recommended. Additional coverage would include:</p> <ol style="list-style-type: none"><li><b>Southeastern Connecticut - 4 service patrols plus 1 spare vehicle</b><ul style="list-style-type: none"><li>I-95 from Exit 54 in Branford to the Rhode Island State Line</li><li>I-395 from I-95 in Waterford to Exit 83 in Norwich</li></ul></li><li><b>Waterbury Area - 2 service patrol vehicles plus 1 spare vehicle</b><ul style="list-style-type: none"><li>I-84 from Exit 16 in Southbury to Exit 38 in Farmington</li><li>Route 8 from Exit 29 in Naugatuck to Exit 36 in Waterbury</li></ul></li><li><b>Route 15 (Merritt Parkway)</b><ul style="list-style-type: none"><li>From the New York State Line to the Stratford/Milford Town Line</li></ul></li></ol>
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## 5. Additional Recommendations to Enhance and Support Incident Management

<b>Other Needs</b> <b>5A. Establish the Unified Command System as CT's incident management program protocol</b>  <b>5B. Modify state statutes and practices regarding fire and emergency medical response to encourage effective incident response.</b>     <b>5C. Address towing and recovery issues related to payment method.</b>    <b>5D. Recognize role of regional incident management teams/committees as important partners in statewide incident management under the auspices of regional planning organizations.</b>	<b>Recommendations</b> Develop a unified command system manual and training programs. Support UCS with exercises/drills. Create a statewide task force to assist in UCS development and on-going implementation.  Revise CGS 13a-248 to reimburse only the fire department for the location of an incident, rather than all responding units. Provide as-built plans for highway drainage to enable effective control and remediation of spills. Evaluate the impacts of the Health Insurance Portability and Accountability Act (HIPPA) on the incident management program; and report on findings and recommendations that address incident response, quick clearance, and safety of public/responders.  Evaluate revising payment system from per hour to per pound as an incentive for speedy clearance.  Regional incident management teams/committees should be members of the statewide Incident Management Task Force. Regional incident management teams/committees should: serve as clearinghouses to incident management information, facility training, exercises and after-incident reviews, and communicate with other regional organizations and municipalities. RPOs/COGs should distribute incident management information to their member towns. RPOs/COGs should be encouraged to form Incident Management Teams. Incident management updates should be coordinated with the semi-annual RPO Planners meetings. ConnDOT's website and RPO/COG websites should include information on incident management
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<p><b>5E. Create a unique State website for Connecticut Traveler Information Programs</b></p>	<p>The website would provide easily accessible information on real-time traffic conditions, traffic cams, incidents, diversions, , weather, incident management services such as CHAMP, 511, highway advisory radio, changeable message signs, miles markers, and construction projects and lane closures.</p>
<p><b>5F. Support development and implementation of 511 Plan for Connecticut.</b> <i>(511 is the national traveler information telephone number)</i></p>	<p>511 is another tool to provide travelers and responders with accurate transportation system information, including: incidents, delays, detour/alternate route information, weather, road conditions, construction projects, and lane closures.</p>
<p><b>5G. Develop a comprehensive interagency interoperability communications plan for incident management</b></p>	<p>To support effective interagency communications for incident/emergency management, the plan should: inventory and assess assets, functionality and needs, and address technology and governance. An implementation program would address deficiencies, propose expansion, governance, operations, maintenance and financing.</p>
<p><b>5H. Add secure internet access to ConnDOT's website</b></p>	<p>Provide secure internet access to ConnDOT's traffic camera video images for use by authorized users during an incident.</p>
<p><b>5I. Support expansion of the standpipe program</b></p>	<p>A cooperative effort of appropriate agencies and organizations should assess current standpipe locations, identify needs, undertake a pilot program for standpipe testing, and develop policies and procedures to govern standpipe installation and testing. Funding for expansion of the standpipe program should be programmed.</p>

Table 2: Summary of Towing and Recovery Findings and Recommendations

Current Practices and Status	Recommendations
<p><b>1. Emergency Lane Clearance</b> Towers and their agents are concerned about the liability caused by damage to vehicles and cargo when they are directed by a public agency to move a vehicle during the recovery process.</p> <p><b>2. Training and Certification</b> Currently, State regulations do not recognize the specific towing equipment identified as a crane-like wrecker with a rotating boom.</p> <p><b>3. Heavy Duty Saddle Tank Recovery</b></p> <p><b>4. Additional Equipment, Services and Manpower</b></p> <p><b>5. Pre-positioning of Service or Towing Equipment During Rush Hours</b></p> <p><b>6. Highway Parking – Abandoned Motor Vehicles (AMV)</b> Abandoned motor vehicles, especially those located in the breakdown lane of a limited access highways, can slow the response to an incident because they reduce the responding vehicle’s ability to pass stopped traffic. Current laws allow vehicles to remain abandoned for 24 hours before they are ticketed and towed.</p>	<p>The Department of Motor Vehicles recommends that proposed legislation be submitted to the legislature protecting towers from liability in losses/damages to vehicles removed from highways at direction of state or local officials.</p> <p>The Department of Public Safety recommends that this type of equipment be added to the State Regulations Concerning the Operation of a Rotational System for Summoning Wreckers and that appropriate training and certification be required of its operators.</p> <p>Heavy-duty wrecker operators are being allowed under a pilot program the opportunity to recover diesel fuel from unbreached saddle tanks.</p> <p>The Department of Public Safety recommends that heavy-duty service wrecker operators be required to carry or have access to additional equipment and manpower.</p> <p>During rush hours and on major urban highways, rotational towing operators should be placed in strategic locations to expedite any traffic incidents.</p> <p>The time allowed for vehicles to abandoned on our highways before a fine is levied should be reduced from 24 hours to 6 hours.</p>

## **Incident Management Topics**

1. Standards for Highway Incident Response Times
2. Diversion Plans for Major Accidents that Close Limited Access Highways
3. Primary Authority Among Responders to Manage Highway Incident Scenes
4. Expanding the Connecticut Highway Assistance Motorist Patrol (CHAMP) Service
5. Additional Findings and Recommendations

# 1. STANDARDS FOR HIGHWAY INCIDENT RESPONSE TIMES

## Current Practices

The only current adopted **response time standard** is the 20-minute response required by State Police for towing and recovery operators listed in the rotational system on limited access highways. Other first and second responders have **response time goals**, but these are internal to each agency.

Response times vary according to the agency's responsibility as either a first responder or as a second responder. In most cases, a first responder is at the scene in 15 minutes or less. Second responders who are called as needed may take longer to respond to the incident, especially if the time of the call is not during regular working hours. Some agencies collect response time data and others do not.

The first responder to a highway incident is usually police, fire or emergency medical services. Response time to a major incident, that is an incident that involves injuries and/or vehicles blocking the roadway, is usually significantly less than 15 minutes. Depending upon what is happening elsewhere, the response to a minor incident may take longer. Most first responder agencies keep records of response times.

Once on scene, the first responder notifies, through its dispatching personnel, the appropriate secondary responding agencies, which can include the Connecticut Department of Transportation (ConnDOT), the Connecticut Department of Environmental Protection (DEP), Connecticut Department of Consumer Protection (DCP), and a towing and recovery company. During off-hours (1600-0800) Monday- Friday and on weekends, second responders require additional time to deploy their resources based on information dispatched from fire or police.

A response to any incident can be improved if the information available to the responder is complete and accurate. Setting a **standard** for responding to incidents could be counter productive. Many outside factors can influence the actual response to an incident, including the time of day when the call is made, the location of needed equipment at any one time, and the ability of the responder to get through the incident-generated traffic. Requiring responders to meet a standard could result in shortcuts in best practices and unsafe decisions. However, adopting a **goal** of continually improving response time could be extremely beneficial, especially if the goal becomes an incentive to undertaking projects and changes in policy that will improve response time.

## Connecticut Department of Transportation (ConnDOT)

Anticipated response time during off-hours for field personnel is 1 hour from the time the first call is received by one of ConnDOT's two 24/7 hour operation centers, either Bridgeport Operation Center (BOC) or Newington Operation Center (NOC). The operator at the ConnDOT center then contacts the respective general supervisor assigned to maintain a specific roadway.



Time is required to gather field personnel, report to the garage(s) and bring the appropriate equipment to the incident.

After the first call is received or verified by the highway camera system where applicable, the operation center staff activates changeable message signs and highway advisory radio to advise the motoring public, pages and faxes pertinent information to the media and local towns affected, contacts ConnDOT management staff and advises Transcom to notify any non-incident agencies along the I-95 corridor from Maine to North Carolina, if required.

To improve incident management response, ConnDOT has:

- Developed response protocols for freeway closures, which include pre-planned diversionary routes and traffic control in coordination with local public agencies. Met with police, fire and other local officials before incidents to review such plans.
- Installed freeway reference mile markers at 2/10<sup>th</sup>-mile increments on portions of I-95, which will allow cellular telephone callers to report incident locations with greater accuracy.
- Installed mile markers along I-84 and I-91.
- Installed a statewide 1-800 # for notification used strictly by local and state police for any ConnDOT assistance.

### **Connecticut Department of Environmental Protection (DEP)**

For Connecticut DEP, the Oil & Chemical Spill Response Division operates a contact number 24 hours a day. All spills (material released from its intended container) regardless of quantity, involving anything other than clean water, are immediately reportable to DEP.

Dispatchers collect information and notify the on-call supervisor of the incident. Depending on the nature of the incident, response is either initiated immediately, or the supervisor attempts to gather more information first and then determines if a response is necessary. The response can consist of one emergency response coordinator (ERC) or as many as may be needed for a team response (typically found with major hazardous materials releases).

Recently, the DEP made a change in policy that has significantly improved the response time to incidents. While en route, ERCs can arrange for the hiring of private spill contractors to respond for spill mitigation depending on the information provided. Contractors may be immediately hired to diminish response time, for responsible parties (i.e. – truckers) that are from out of state, with supervisor authorization. Responsible parties from within the state (i.e. – doing business from a truck terminal) have to be given the opportunity to hire their own spill contractor. However, in the instance of a major incident (i.e. – a gasoline tanker accident), the regional supervisor may authorize the closest, pre-qualified spill contractor to respond immediately regardless of preexisting contracts.

## **Connecticut Department of Consumer Protection (DCP) and Connecticut Department of Agriculture (DOAg)**

When an accident involves cargo containing milk, food, or drugs that is or may be contaminated, or when delay of delivery could result in spoilage, the Connecticut Department of Consumer Protection is notified. When the cargo is milk or other dairy products, or when the cargo consists of live animals, the Connecticut Department of Agriculture is also notified.

During normal business hours, the response from these departments is dispatched through a central telephone contact number. During off-duty hours, the notification is made to a list of contact people maintained by the Connecticut Department of Public Safety (DPS) Message Center. There is no standard for response time, but it can be assumed that response during off-duty hours will be significantly longer than the response during normal business hours.

## **Towing and Recovery**

Towing and recovery companies who participate in the State rotational system for summoning wreckers under Sec. 29-23a of the Connecticut General Statutes must comply with the following performance standards:

*Wrecker operators shall be available 24 hours per day, seven days per week, and shall respond to calls for service on limited-access highways no later than 20 minutes after notification by state police, 30 minutes in all other locations. Where traffic conditions warrant, required response times may be reduced at the discretion of the state police troop supervisor on duty or his or her designee. Where a shorter response time is required, the wrecker operator shall be so advised when notified of the call for service.*

## **Recommendations**

Changes in current practice that could improve response times include:

1. Preplanning for staging of needed equipment outside the scene of the incident, so that it is ready when needed, but not in the way until needed.
2. Preplanning of response routes and practices for all responders. An example would be using an upstream exit ramp to come down the highway to an incident. These response practices should be preplanned with all involved agencies participating.
3. Decentralizing the decision-making needed when calling for second responders, such as the decentralization already made by the DEP as noted above. Each agency should review its own decision-making procedures to determine if decisions to call additional equipment or responders can be made at a lower (quicker) level.
4. Preplanning of appropriate responders based upon the type of incident, such as that noted in the Massachusetts Unified Response Manual (see Appendix).

5. Require use of the Towing and Recovery Association of America Vehicle Identification Guide when calling for towing and recovery equipment. (See Figure 1.)
6. Cross training of agencies to familiarize their responders of the needs and activities of other responding agencies.
7. Milepost markers installed at 1/10<sup>th</sup> intervals on the limited access highways to improve identification of the actual location of an incident. Maintenance of these signs is also critical.
8. Live video feed from traffic cameras made available to appropriate responders (both State and local), over secured internet video links.
9. Cellular phone GPS system, which will allow 911 operators to locate exactly where a caller is located and help pinpoint the location of an incident.
10. Develop a program of public education to improve accuracy of cellular 911 calls for highway traffic incidents. Inserts in cellular phone bills providing information about how to report an accident should be considered.
11. Each agency, in an effort to review its own response effort, should collect data on existing response times and chart the information over time. Regular reviews of the data collected should be undertaken to determine what effect improvements are having on response time and to determine if any other improvements in either policy decisions or actual projects can be made.
12. If an inordinate delay is identified in a particular incident, an automatic multi-agency after-action debriefing should be triggered. These debriefings should be undertaken in a non-threatening, mutually benefiting atmosphere. Findings should be shared with other responders in a timely manner. Other debriefings should be conducted as a matter of course on the call of any responder who determines that a meeting would be beneficial.
13. Establish procedures to insure that all interested parties are made aware of the findings from both item 10 and item 11 above. The regional planning agencies and councils of governments could be enlisted to help with distribution of incident management information to emergency responders in their service area. At a minimum, the RPA/COGs should develop a comprehensive mailing list of emergency responders including but not limited to police departments, fire departments, emergency medical services, towing companies, and other interested parties. When information becomes available either through State agencies, other RPA/COG incident management steering committees or teams, or after action debriefings, the RPA/COGs can then share the new information and lessons learned.

## **2. DIVERSION PLANS FOR MAJOR ACCIDENTS THAT CLOSE LIMITED ACCESS HIGHWAYS**

### **Current Practices**

The Connecticut Department of Transportation has been the lead agency in developing diversion plans along the State's limited access highway system. Diversion plans have been developed to cover the following routes:

- Rt 8 from Exit 11 in Shelton northerly to Exit 23 in Beacon Falls
- I-84 from Exit 33 in Plainville easterly to the Massachusetts State Line
- I-91 from Exit 15 in Wallingford northerly to the Massachusetts State Line
- I-95 from the New York State Line easterly to Exit 56 in Branford
- I-95 from Exit 70 in Old Lyme easterly to the Rhode Island State Line
- I-395 from Exit 76 in Waterford northerly to exit 86 in Griswold

Diversion routes are implemented when there is a significant closure of the highway for 3 hours or more. Diversion route plans were developed in cooperation with state police, municipal police, fire, EMS and public works officials, and the business community, as well as regional planning organizations. Through this cooperative effort, incident management stakeholders are familiar with diversion route information and their roles when the plans need to be implemented. After plans have been prepared, meetings are held to discuss procedures to implement the plans and to distribute copies to municipal police departments and dispatchers.

Diversion route plans are under development for:

- I-84 from Exit 32 in Plainville westerly to Exit 11 in Newtown
- I-91 from Exit 1 in New Haven northerly to Exit 15 in Wallingford
- I-95 from Exit 56 in Branford easterly to Exit 69 in Old Saybrook.

Projects are also underway to redo first generation plans along I-95 from NYSL easterly to Exit 56 in Branford. In summary, all of I-95, I-91, and I-84 are or will be completed except for I-84 from Exit 11 westerly to the NYSL.

### **Recommendations**

1. Fund development of additional diversion route plans, particularly highway-to-highway diversion plans in the Greater Hartford Area.
2. Complete the remaining plans on I-84 from Exit 11 in Newtown westerly to the New York State Line. Funding for the development of these plans is not programmed.
3. Provide electronic versions of diversion route plans to appropriate responders. Although plans are prepared electronically, they are distributed in paper format to users (State and local police, ConnDOT maintenance personnel and others.) The usefulness of these plans would

be greatly improved if they were stored and distributed electronically and could easily be viewed by State and local police via in-vehicle laptop computers. Paper copies would still be made available to appropriate responders who lack electronic access.

4. Provide diversion route plans on ConnDOT's website so they may be viewed by the public.

### **3. PRIMARY AUTHORITY AMONG RESPONDERS TO MANAGE HIGHWAY INCIDENT SCENES**

#### **Current Practices**

The current practice concerning the primary authority among responders in the management of a highway incident scene is that the highest-ranking State Police officer is the incident commander, unless a fire service is responding or on scene. In that event, command of the incident is governed by State Statute Section 7-313e, which states:

*Authority of fire officer during emergency. Notwithstanding any provision in the general statutes or a municipal ordinance to the contrary, the fire chief of the municipality, or any member serving in the capacity of fire officer-in-charge, shall, when any fire department or company is responding to or operating at a fire, service call, or other emergency, within such municipality, have authority to (a) Control and direct emergency activities at such scene . . .*

#### **State Police**

State Police Troopers are usually the first responders to a limited access highway traffic incident, whether it is a one-lane blockage or a major traffic crash that closes the entire roadway. Typically, they provide for the safety of people and property involved in the incident, direct traffic around the incident, conduct required investigations, serve as the incident commander, call for additional assistance, and supervise scene clearance.

As the first responder to the incident, a State Police Trooper usually establishes an incident command system and serves as the incident commander. When other agencies are asked to respond, the incident command system becomes a unified command system. The unified command system is based on shared authority that changes commanders as the incident progresses. The incident command officer's authority can be transferred to a responding fire agency. This change of command is based on the point to which the incident has evolved and the services required. Even if fire assumes command of the scene as dictated by law, that command is usually returned to law enforcement when the fire suppression and rescue operations phase is completed. Current practices vary throughout the state and consistent information and training are not provided at this time.

State Police Troopers normally request services of towing and recovery, which are dispatched on a rotational basis from a list maintained by the State Police. These companies are inspected by the State Police to ensure they meet the minimum required training and equipment to be allowed to work on state highways.

#### **Fire and Medical Emergency Response Agencies**

At a traffic incident scene, fire and emergency medical agencies' first priority is the protection, rescue and treatment of the victims, followed closely by the protection of personnel at the

incident scene. If fire agencies are involved in a rescue/treatment operation, incident command shifts, by law, to that agency until fire/rescue operations are complete.

### **Department of Transportation**

ConnDOT, operates two 24/7 centers to manage its highway systems. Regionally, the Bridgeport Operations Center coverage area is District 3 and the Newington Operations Center coverage area is Districts 1, 2 and 4. (See Figure 2.) A 1-800 # was initiated in 1995 and provided to all local and state police to use for any ConnDOT assistance. To complement the permanent changeable message signs currently operated by ConnDOT, sixteen (16) portable changeable message signs were recently purchased and strategically distributed to various garages statewide.

In the event of a statewide impact, ConnDOT operators share responsibility in managing the incident by activating changeable message signs and highway advisory radio, activating internet scrolling screen on ConnDOT's web site, and paging and faxing information to area wide CMED receivers, affected towns, media and ConnDOT management staff.

ConnDOT also responds to all incidents to repair damaged roadway and assist with traffic control. All attempts are made to do the repairs when the incident is ongoing to alleviate the need for a second lane closure to do the repair. In that capacity, they are normally a second response, supporting agency. They meet their responsibilities under the direction of the Incident Commander (fire or police) within the unified command system.

When necessary, debriefings are held with all responders to identify issues that occurred for the purpose of resolving and improving the notification, recovery and clearing process with incident management. Any responder can call for a debriefing. However, no criteria, such as conducting a debriefing for any incident which keeps a highway closed for more than 2 hours, has been established to insure debriefings are held. Sharing the results with other regions is a high priority, as well.

As the traffic volume on state highways increases, there is an acute need for incident-related traffic management and the quick restoration of capacity. Transportation agencies are the only entity with the scope and expertise to effectively handle this need. To improve incident management, ConnDOT has:

- Deployed CHAMP (Connecticut Highway Assistance Motorist Patrol) vehicles to remove debris from travel lanes and assist motorists broken down on the freeway shoulder or in travel lanes, which also includes providing arrow boards to assist with traffic control for incidents.
- Created direct video links from the two (2) traffic management centers to share video camera images with State Police (Middletown Headquarters and Troop H in Hartford) and with the City of Hartford Traffic Management center.

- Created and made available to responders, media and the public thru ConnDOT's website all video camera images operated and owned by ConnDOT.
- Participated in the incident command system to communicate with fire and police agencies and advocate for the prompt clearance of the scene.
- Diversion sign kits have been recently purchased to replace the existing wood signs statewide. These signs are placed at critical turning movements along diversion routes to better manage the flow of traffic during a closure.

### **Department of Environmental Protection**

The DEP is designated by Executive Order No. 24 (See Figure 3) as being the lead state agency on the scene of any hazardous material release, and staff acts with the full authority of the commissioner of the agency by State Statute. When on scene, DEP works within the incident command structure and will assume whatever role is required. However, DEP's main responsibility is for the investigation, mitigation, cleanup and removal of any release of hazardous materials.

### **Best Practices<sup>†</sup>**

#### **State Police**

- Meet with fire and transportation agencies to review predetermined incident response plans. This will allow each agency to know the duties of each other and the support they may be asked to provide.
- For accident investigations, efficiently and expeditiously collect evidence with the understanding the roadway needs to be brought back to full capacity as soon as possible. The need to open the road will not be superseded by the need to do a complete and thorough accident investigation.
- Within the unified incident command system, communicate with transportation agencies to establish traffic management plans and detours with the goal to direct a partial or complete reopening of the roadway as quickly as possible.
- For property damage crashes only, have dispatchers provide guidance to drivers for moving vehicles from travel lanes to shoulders to await troopers if necessary.
- For minor accidents where the driver can move the vehicle, instruct troopers to remove the crash off the highway promptly.

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<sup>†</sup> Many of these "best practices" were adapted from the *Ohio Quick Clear Best Practices Guide*, March 2003.



## **Fire and Medical Emergency Response Agencies**

- Effective training in temporary traffic control around incidents, in order to keep lanes(s) of traffic open when possible.
- Dispatching the minimum amount of equipment necessary to reduce the exposure of personnel at the scene. (Fire agencies can be aided by the receipt of video images from ConnDOT traffic management cameras over secure video links.)
- Effective communication as part of the incident command system, so that partner response agencies are aware of progress in rescue efforts, can make correct decisions regarding traffic management and provide traveler information to local media.
- Effective training in the identification of hazardous materials, to avoid lengthy lane closures for material that does not pose a threat to people or the environment;

## **Department of Transportation**

- Continue to work with the various regional incident management steering committees already established for the Southwest, Southeast, and Capitol regions. Other regions such as South Central, Greater Bridgeport and Valley have had discussions to build towards a regional steering group.
- In 1992, the State of Connecticut, Incident Management Policy was developed to build a program that will continually improve through evaluation of past performance. (See Figure 4.) Commissioners from ConnDOT, DPS, DEP and the Department of Motor Vehicles (DMV) signed this policy as a top priority to coordinate the effort of all public agencies “to ensure the effects of congestion caused by incidents are managed and impacts mitigated.”
- In November of 1995, a quick clearance policy was established for DOT and DPS “to remove vehicles from roadways and restore a safe and orderly flow of traffic following a motor vehicle accident or incident on a state highway.” (See Figure 5.)
- Section 14-224, Chapter 248 “ Vehicle Highway Use,” Section D of the General Statutes states “Each person operating a motor vehicle who is knowingly involved in an accident on a limited access highway which causes damage to property only shall move or cause his motor vehicle to be moved from the traveled portion of the highway to an untraveled area which is adjacent to the accident site if it is possible to move the motor vehicle without risk of further damage to property or injury to any person.”

## **Recommendations**

Most responding agencies already operate under an “incident command system” with an established chain of command. Breakdowns come when more than one agency responds. The ideal management system in these circumstances is called “unified command.” Understanding

of the unified command system varies from agency to agency and often among personnel within an agency.

Recommendations to insure that a standard, unified command system is followed during a highway incident include:

1. Develop a "Unified Command" procedure manual covering all major disciplines needed at an incident and responsibility for commanding each particular activity.
  - Identify the State agency or organization responsible for implementation and oversight of the unified command system procedures.
  - Create a separate statewide task force of key agencies to develop and update the procedure manual.
  - Adopt the manual as standard operating procedure by all major disciplines at the highest level (commissioners of State agencies, others to be determined.)
  - Develop and deliver training for all disciplines of the manual.
  - Conduct drills regionally around state (within State Police Troops).
2. Develop minimum qualifications for an Incident Commander. Training in unified command and conducting hands-on exercises will help all commanders gain a better understanding of other responding agency tasks.
3. More education about and increased awareness of the 14-224 State Statute<sup>2</sup> by the motoring public will help reduce congestion and further reduce the occurrence of secondary accidents. ConnDOT has discussed using the "MOVE IT" campaign, but recognizes that a full Public Service campaign, highway signage, education thru PSA's to the motoring public, etc. must be coordinated to be effective. Public service announcements are currently being conducted using ConnDOT's Highway Advisory Radio.
4. Re-issuance and signoff of the Statewide Incident Management Policy by current commissioners (ConnDOT, DPS, DEP and DMV), plus the Police Chiefs Association, the Fire Chiefs Association, Towing and Recovery Professionals of Connecticut, and other agencies as appropriate.
5. Equip all State Police vehicles with push bumpers.
6. Establish criteria to conduct debriefings on an as needed basis. A mechanism to share the results of the meetings should be established with other regions and public agencies first, and other second responders on an as needed basis.

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<sup>2</sup> Section 14-224 of the State Statutes requires removal of motor vehicles involved in certain accidents from the traveled portion of the highway.

## **4. EXPANDING THE CONNECTICUT HIGHWAY ASSISTANCE MOTORIST PATROL (CHAMP) SERVICE**

### **Current Practices**

The Connecticut Highway Assistance Motorist Patrol (**CHAMP**) program is a roadway service patrol operated by the Department of Transportation in the Greater Hartford Area and along the I-95 Corridor from the New York State Line in Greenwich through Branford.

CHAMP began along the I-95 Corridor in 1996 and the Hartford area in September of 1999. Prior to CHAMP, motorist assistance was provided by Samaritan vans that were subsidized by the private sector. CHAMP offers road service only (no towing) each weekday between 5:30 am and 7:00 pm. and on selected holidays and Sundays, and provides motorist assistance such as changing flat tires, jump starting, pushing vehicles to shoulders, providing fuel and offering shelter. In addition, the CHAMP drivers react to accidents and notify Highway Operations Centers in Newington and Bridgeport via two-way radio of the need for State Police, medical, fire and/or other emergency response. The drivers remove highway debris and dead animals; report damaged guardrail, illumination and drainage problems; and provide travel assistance to motorists on the highway

In addition to the normally scheduled weekday hours of 5:30 am - 7:00 pm, CHAMP does operate during the following summer holidays:

- Memorial Day Monday 2:00-8:00 pm
- July 4<sup>th</sup> 2:00-8:00 pm
- Labor Day Monday 2:00-8:00 pm

CHAMP also operates each Sunday between Memorial Day and Labor Day, 2:00 pm - 8:00 pm

Areas of coverage (see Figure 6) are as follows:

- I-95 Corridor:
  - I-95 from the New York State Line to Exit 54 in Branford
  - I-91 in New Haven from I-95 to Exit 8 (Route 80/Middletown Ave.)
  - Route 7 in Norwalk from I-95 to Route 123
  - Route 8/25 in Bridgeport from I-95 to Exit 6
  - Route 34 in New Haven from I-95 to York Street
- I-84/I-91 Corridors
  - I-91 from Exit 40 in Windsor Locks to Exit 19 in Meriden
  - Route 20 in Windsor Locks from I-91 Exit 40 to County Road
  - I-84 from Exit 63 in Manchester to Exit 38 in Farmington
  - Route 2 from I-84 in Hartford to Exit 8 in Glastonbury
- I-291 Corridor
  - I-291 from I-91 in Windsor to I-84 in Manchester.

## **Best Practices**

Statistics kept by the Department of Transportation show that between January 2000 and December 2002, CHAMP has undertaken 49,559 assists. As mentioned previously, CHAMP conducts several functions when accidents occur primarily assisting State Police prior to the arrival of ConnDOT field personnel. Previously when CHAMP was non-existent, the 49,559 assists were handled by State Police. The program has been a huge success with the motoring public. ConnDOT continues to receive mail in cards from drivers who have been assisted.

## **Recommendations**

The Department of Transportation is considering expanded coverage in the areas listed below. (See Figure 6.) Equipment procurement and staffing of the additional vehicles are not funded at this time.

1. Southeastern Connecticut – 4 service patrols plus 1 spare vehicle  
I-95 from Exit 54 in Branford to the Rhode Island State Line  
I-395 from I-95 in Waterford to Exit 83 in Norwich
2. Waterbury Area – 2 service patrol vehicles plus 1 spare vehicle  
I-84 from Exit 16 in Southbury to Exit 38 in Farmington  
Route 8 from Exit 29 in Naugatuck to Exit 36 in Waterbury
3. Route 15 – Merritt Parkway  
From the New York State Line to the Stratford/ Milford Town Line

## 5. ADDITIONAL FINDINGS AND RECOMMENDATIONS

### 5A. Unified Incident Command Response

#### Current Practices

**Unified Command:** Unified Command is a unified team effort, which allows all agencies with responsibilities for the incident, either functional or geographical, to participate in managing an incident to establish a common set of incident strategic goals and objectives under one incident action plan. This approach helps ensure a coordinated multi-agency response using integrated tactical operations while allowing each agency its individual responsibility, authority, or accountability.

A Unified Command structure is used when:

- The incident occurs within a single jurisdictional boundary, but more than one agency shares management responsibility.
- The incident is multi-jurisdictional.
- An individual designated by his/her jurisdiction or agency shares overall management responsibility with others.

**Unified Command Concept:** The concept of Unified Command means that all involved agencies contribute to the command process to:

- Determine overall goals and objectives.
- Set priorities.
- Resolve conflicts.
- Jointly plan for tactical activities.
- Conduct integrated tactical operations.
- Maximize the use of assigned resources.

Unified Command provides a means of organizing multiple agencies into one concerted emergency response effort. Command of this type avoids overlapping of effort that occurs when functional and geographic jurisdictions, or agencies from different governmental levels, have to work together. Generally, unified command will be necessary from the early stages of an incident requiring fire, EMS, local police, State Police, ConnDOT, DEP and towing equipment to respond.

Although all the following agencies or departments may share responsibility for an incident, only one will usually have the major responsibility at any one time. The triangle concept used in Unified Command determines who has the lead at the time based on the current situation. For example, law enforcement may assume the lead role in law issues, fire the lead role in search and rescue, Haz-Mat the lead role in hazardous materials issues, EMS the lead role in pre-hospital treatment and transport, ConnDOT the lead role in traffic management, and health the lead role in health and environmental issues. This is a dynamic process and the lead role can change numerous times during an incident. In addition, the functions described could change based on jurisdictional requirements.

**The Process of Unified Command:** In most cases, Unified Command should consist of one integrated incident organization, with facilities in one incident command post instead of several command posts operating independently. The total operation therefore can be directed from one location. When agencies involved in a major emergency use the same organizational structure, the same terminology, and the same management procedures, they become essentially a single organization and can be managed as such.

**Unified Command Challenges:** Unified Command should select one person to be chief of the Operations section, usually from the agency or department primarily responsible for operations. This person is responsible for final arbitration of strategic and tactical decisions. Leadership of the Operations section may change as the incident evolves.

The command post may need to expand to accommodate all of the representatives involved. All agencies with responsibility for the incident must understand joint priorities and restrictions. Each agency must be fully aware of the plans, actions, and constraints of all the others. The combined efforts of all agencies will be optimized as they perform their respective assignments under a consolidated incident action plan. Each agency must support consensus decisions and commit resources to achieve the desired outcome. Multiple agencies provide diverse points of view; capabilities and responsibilities of each agency must be defined.

About five percent of all emergencies become serious enough to require the response of several agencies, each with its own legal obligation to perform some type of action, not just assist their neighbor. It is in these critical, multiple-involvement emergencies that Unified Command is called for. An EOC may be necessary or advantageous to support the on-scene operations and the Unified Command.

## **Recommendations**

- Establish the Unified Command System as Connecticut's incident management program protocol.
- Develop a Unified Command System Manual and support it with training programs.
- Support the Unified Command System with exercises and drills.
- Create a statewide task force to assist in the manual development and on-going implementation.

## **5B. Fire and Emergency Medical Agencies**

### **Current Practices**

Fire agencies handle traffic control differently, depending on preference and experience. Some agencies completely close all lanes of traffic for any type of incident, resulting in inordinate traffic congestion.

There are also inconsistent practices in handling crashes involving hazardous materials. If agencies are inexperienced with hazmat, they are more likely to order a complete shutdown of travel lanes; in Connecticut, this has been done even in cases of minor diesel fuel spills from tractor-trailer rigs. Training of responders in hazardous materials to a minimum of the Operational level should be a priority for all fire departments.

Incident commanders need to be more consistent in their decisions and operations regardless of fire department. The establishment of minimum qualifications for an Incident Commander would help further the cause of operating at the strategic level.

Currently planned enhancements will have an effect on emergency management at highway incidents. These include a cellular phone GPS system, which will allow 911 operators to locate exactly where a caller is located.

The Health Insurance Portability and Accountability Act (HIPPA) restricts release of patient information and impedes the ability of responders to communicate, operate and clear incident scenes, and ensure the safety of the traveling public and responders. The implications and impacts of the Act need to be addressed and the findings released to appropriate legislators.

### **Recommendations**

- Change the State statute for Limited Access Highway Funds (13a-248) to pay the fire "department" within whose boundary the incident occurs. Currently the statute allows each fire "company" who is dispatched to be paid \$100.00 for the call. This current system promotes the dispatching of additional units to collect the payment.
- As-built plans for storm drain systems connected to Interstate Highways should be provided to responding agencies. This knowledge is invaluable during spills of fuels and chemicals on the Interstate. Responders can react quicker on controlling spills when it is known which way the spill will flow once it enters the storm water system.
- Address the impacts of the Health Insurance Portability and Accountability Act on incident management and seek solutions that ensure quick clearance, ability to communicate and the safety of the public and responders.

## **5C. Towing and Recovery - Recovery Fees (Pricing)**

### **Current Practice**

At the present time, the fee structure is “by the hour,” which provides no incentive on the part of the recovery specialist to open roads quickly.

### **Recommendation**

A new, unique way to compensate for recovery is “by the pound.” This new technique is yet to be analyzed and proven to see if it is a fair way of pricing recoveries. This is a technique that allows for weather conditions, location, hazards, equipment and other important aspects that come into play when recovery is done. Perhaps this might be a way for a towing service to have an incentive to perform recoveries faster, with safety as a priority, and which will allow roads to be open without much delay. Further consideration should be given to compensating towing companies by the pound.

## **5D. Regional Incident Management Steering Committees / Regional Incident Management Teams**

### **Current Practices**

Since 1991, regional incident management steering committees and incident management teams have been functioning in Connecticut with the goal of improving incident management response by bringing together representatives from various agencies involved with, or affected by, transportation incidents. Regular meetings provide the opportunity to learn about new projects, programs, share noteworthy practices, conduct tabletop and field exercises, perform after-incident reviews, develop programs, plans and projects to address identified needs, as well as the opportunity for incident responders to network.

Regional incident management groups were created by the South Western Region Metropolitan Planning Organization (1991), Capitol Region Council of Governments (1998), Southeastern Council of Governments (1999), and are composed of representatives from local, regional, state and federal agencies and may include: municipal elected officials, police, fire, EMS, public works, and planners; regional planners; state departments of transportation, public safety, environmental protection, and emergency management; USDOT Federal Highway Administration; US Coast Guard; MetroNorth; Amtrak; towing and recovery professionals; and others.

### **Recommendations**

Regional incident management groups, under the auspices of regional planning organizations and councils of governments, should be an integral component of the state’s incident management program.



1. Regional planning organizations (RPOs) and Councils of Governments (COGs) with active incident management groups should:
  - Be represented on the Statewide Incident Management Task Force
  - Serve as a clearinghouse for distribution of incident management information to other RPOs/COGs.
2. To improve information exchange, all RPOs/COGs should develop a comprehensive mailing list of emergency responders including but not limited to local police departments, fire departments, emergency medical services, towing companies, and other interested parties. As information becomes available either through State agencies, existing regional incident management steering committees or teams, or after action reviews, the RPO/COGs will be able to share new information and lessons learned.
3. Each RPO/COG is encouraged to form Incident Management Steering Committees or Teams for their region. Depending upon the number of towns involved, this can be a meeting of the whole or a representative committee with participants from all of the responding disciplines, and including State agencies (State Police, DOT, DEP, etc.) These committees can meet on an as needed basis to share information, discuss and work toward the resolution of incident management issues, conduct drills and training, and undertake projects as determined by the group.
4. To ensure that incident management information is shared in a timely manner, regular management program updates for regional planning organizations should be arranged in coordination with scheduled semi-annual “RPO Planners Meetings” arranged by ConnDOT. An incident management program meeting could be scheduled in advance or after the RPO Planners meeting, and would be open to all interested parties.
5. To further enhance information exchange, the ConnDOT website should include the latest available information on incident management. RPO/COG website could then provide links to the ConnDOT incident management webpage, as well as websites on incident management hosted by USDOT and others.

## **5.E Website for Connecticut Traveler Information**

### **Current Practices**

Many states and regions have created websites dedicated to real-time traveler information that are easy to access by the public as well as agencies, organizations and individuals involved in incident management. The ConnDOT website (<http://www.dot.state.ct.us>) provides a wealth of information related to real-time traveler information such as current traffic incidents and traffic cameras, construction projects, lane closures, rest areas and service stations, incident management program provisions and weather conditions. However, the information is dispersed throughout the website, and is often difficult to find without some knowledge about terms and programs. For example, Connecticut’s motorist assistance program is found by going to the

“Traveler and Road Information” page and then to Connecticut Highway Assistance Motorist Patrols (CHAMP.) Once at the webpage for CHAMP, information is provided on the program’s services, hours of service, service area, and provides a photo of a CHAMP vehicle. A unique website for traveler information would increase public awareness of incident management resources such as CHAMP, 511, highway advisory radio, changeable message signs, and mile markers, as well as information on construction projects, lane closures, incident status, and traffic cams. The website would also provide information on state laws and programs such the state law that requires disabled vehicles on limited access highways to move to shoulders (also known as the quick clearance, fender-bender, or move it policy).

## **Recommendations**

The state should develop a unique website for Connecticut Traveler Information to provide easily accessible information on real-time traffic conditions, traffic cams, incidents, weather, incident management program services, applicable laws, and incident management resources such as CHAMP, 511, highway advisory radio, changeable message signs, mile markers, as well as information on construction projects and lane closures. The website should also provide secure internet access to traffic cams for authorized police, fire and EMS.

## **5.F Connecticut 511 Telephone Traveler Information Program**

### **Current Practices**

A 511 telephone traveler information program in Connecticut will complement state efforts to improve incident management, public awareness, and access to accurate timely information. In July of 2000, the Federal Communications Commission (FCC) designated 511 as the national traveler information telephone number. With funding from USDOT, ConnDOT is developing a “511 Deployment Plan for the State of Connecticut” that is expected to be completed in 2004. The scope of work for the 511 project is being developed by ConnDOT and consultants, and will include definition of system requirements and architecture, legislative and institutional coordination, review of technology, and deployment planning. Participating agencies include USDOT FHWA and Federal Transit Administration (FTA), Connecticut State Police, the Connecticut Transportation Strategy Board, municipal transportation departments, regional planning organizations, bus and rail transit operators, ridesharing agencies, airports, ferries, AAA, the Motor Transportation Association of Connecticut, and telecommunications carriers.

To the extent possible, information should be provided on a regional or corridor basis. Traveler-related information typically includes: construction and maintenance; road closures, major delays, incidents and detour/alternate routing advice; forecast weather and road surface conditions. 511 also provides information on public transportation options and status. In Connecticut, regional incident management programs in the I-95 corridor and the Hartford area incorporate public transportation operators as members of incident management teams/committees, planning and training exercises.

## **Recommendation**

Support development and implementation of the Connecticut 511 Plan, as another tool to provide travelers and responders with accurate transportation system information including incidents, delays, detour/alternate route information, weather, road conditions, construction projects, and lane closures.

## **5.G Interoperable Communications**

### **Current Practices**

The ability for diverse public safety responders to communicate during incidents, including highway incidents, is essential, but is acknowledged to be deficient nationwide. National initiatives by the public safety community, U.S. Department of Transportation (USDOT), U.S. Department of Emergency Response and Preparedness (EPR), Department of Justice (DOJ), and the Department of Homeland Security (DHS) recognize the need to establish effective inter-agency emergency communications and have provided funding for communications projects and programs. Since 2001, federal funding for equipment and technology has been made available to states, regions, and municipalities. The State of Connecticut has received funding from the Byrne Grant, and several rounds of DOJ/DHS equipment grant funding. The State of Connecticut has identified emergency communications as a priority. In 2002, a State Interoperability Communications Committee was created to guide the State's interoperable communications programs, develop and implement communications projects (such as the 800 MHz I-CALL/ITAC program) and provide a mechanism for interagency cooperation and coordination. This committee is chaired by OPM and includes representatives from the State Departments of Public Safety, Homeland Security, Public Health, Transportation, Emergency Management as well as municipal police, fire and EMS.

Although DPS has a robust and effective statewide communications system and provides the 800 ICALL/ITAC channels that are available for incident management, projects have been identified to improve coverage, interoperability, and equipment. ConnDOT's communications system consists of towers that are more than 40 years old, and has coverage gaps, technological obsolescence, and lack of interoperability issues. This is also true for public bus and rail transportation systems that may be the source of incidents or part of the incident response and recovery. Municipal police, fire and EMS are also grappling with the same issues of equipment, coverage, and interoperability.

### **Recommendation**

To support incident management, a plan should be developed to improve interagency interoperable communications for incident management. The plan should include an inventory and assessment of assets and needs, a review of functionality issues, an evaluation of current and future frequency and technology options, a list of governance options, and a benefit cost evaluation. The resulting plan would detail an implementation plan and the architecture for

staged communications improvements and expansion, governance, operations, maintenance and financing.

## **5.H Internet Access to Traffic Cameras**

### **Current Practice**

Currently, when an accident occurs with severe injuries or when there is State Police activity such as a chase, the nearest camera to the scene is generally made inaccessible to the general public, including local response agencies. A more specialized feature of ConnDOT's website could be secure internet access to traffic cameras for local police and fire departments as recommended in Section 3 of this report.

### **Recommendation**

ConnDOT's website should provide a secure access by the authorized users to view selected cameras in live video images.

## **5I. Standpipes for Highway Incident Management**

### **Current Practices**

The Connecticut Department of Transportation has installed standpipes on major structures and bridges, primarily to provide water to suppress fires and save the structures. Standpipes convey water from municipal hydrant systems to the center or shoulder medians, and also serve to minimize lane closures for water supply. For the last decade standpipes have also been deemed an essential element of incident management programs. In 1992 the Federal Highway Administration determined that "Prudent use of dry standpipes for water supply can also enhance the effectiveness of an Incident Management program and improve highway safety. Although the frequency that standpipes may be needed is small, the severity of the incidents when they are needed can be great. Many current bridge projects in Connecticut include standpipe installation. We can also support the eligibility of retrofitting standpipes to existing structures where prudent..."

A 2002 incident on I-95 in Milford at a location without standpipes resulted in a five-hour closure of I-95 and traffic detours because there was no alternative to laying fire hoses across the interstate. If standpipes had been present, the response time for fire suppression would have been quicker, and the long-term closure of I-95 would have been avoided. The costs associated with closure of the highway, diversion of traffic, and lost time to commerce, drivers, emergency responders, air pollution, and communities ensnared in traffic jams are significant.

ConnDOT incorporates standpipes in construction projects. Retrofitting of structures to include standpipes has not yet occurred. The South Western Region and the Capitol Region have

developed standpipe installation plans that identify where standpipes are warranted. Regular testing of standpipes by fire services is needed, but formal arrangements for testing, and maintenance and protection of traffic and testers are lacking.

## **Recommendations**

A cooperative effort of ConnDOT, CT Department of Public Safety, fire agencies, and regional incident management teams/councils should determine the status of installation of standpipes on structures, identify needs and priorities, and develop a pilot program for testing of existing standpipes that will lead to development of a policies and procedures adopted by the appropriate agencies.

## **Towing and Recovery Topics**

1. Emergency Lane Clearance
2. Training and Certification
3. Heavy Duty Saddle Tank Recovery
4. Additional Equipment, Services and Manpower
5. Pre-positioning of Service or Towing Equipment During Rush Hours
6. Highway Parking – Abandoned Motor Vehicles (AMV)

# 1. Emergency Lane Clearance

## Current Practices

Historically, responding towers take direction from a regulatory authority, such as State or local police, fire department, emergency, medical teams or the Department of Environmental Protection. Tower's initial responsibility is for the recovery of vehicles and cargo and the subsequent towing and removal of such from the highways. "Recovery" is defined as the act of relocating vehicles and goods from the scene so as to make them transportable.

Towers and their agents are concerned about the liability caused by damage to vehicles and cargo when in the "recovery" process. This concern causes delay and slows the process, which eventually leads to opening of the highway.

Connecticut General Statute 14-66(b) addresses liability when towers are negligent in the act of towing. The towers have no problem with this statute but are concerned with liability in its regards to the "Recovery" process.

## Recommendations

The Transportation Strategy Board should introduce legislation to add to CGS 14-66(b) **a new section (h).**

**(New) (h)** In any case where a licensee is summoned and directed by a law enforcement officer to remove from a public highway a motor vehicle that is a menace to traffic or public health or safety, in accordance with the provisions subsection (b) of section 14-150, the licensee shall not be liable for damage to such motor vehicle or its cargo caused or allegedly caused in the operation of removal, absent proof of gross negligence on the part of such licensee.

## 2. Training and Certification

### Current Practices

In recent times, there has been a change in the types and style of towing equipment used for incident management. This change has caused confusion as to definition, training and application of this equipment. Wrecker operators have been commonly categorized as, light duty, medium duty and heavy duty, primarily for the type of response required. (See Figure 7.)

- A. Light duty as defined in regulation of Connecticut State agencies section 29-23a-1(2) states a wrecker operator with a wrecker of 11,000 pounds or greater and a one-car carrier of 14,500 pounds or greater GVWR.
- B. Medium duty is defined as a wrecker operator with a wrecker of 10,000 pounds GVWR to 26,000 pounds GVWR.
- C. Heavy duty service wrecker operator means a wrecker operator with two wreckers of 31,000 pounds or greater GVWR and boom capacity of 25 tons and 20 tons respectively.
- D. Presently available by towing services is a **“crane-like wrecker”** with a rotating boom, designed to articulate and extend to 32 feet. This vehicle and its operator are **not** included in current statutes and/or regulations.

### Recommendations

Department of Public Safety will submit for approval to the Regulation Review Board the following:

- 1. Redefining Regulation 29-29-a-1 to add the definition of “Rotator” and modify the definition of “Heavy Duty.” (See Appendix B - Page B-2, Sec 1 (4-6))
- 2. A change of regulation 29-23a-6. Qualifications of drivers to increase the training and certification of heavy-duty wrecker operators. (See Appendix B: - Page B-5 Sec 5 (b))



### **3. Heavy Duty Saddle Tank Recovery**

#### **Current Practices**

Accidents involving diesel powered equipment and vehicles are a concern, mainly environmental, for accident responders. Remedial action for fuel spills comes under the authority of the Department of Environmental Protection. In many cases, an independent contractor who specializes in liquid recovery is requested. This process can be very time-consuming thus adding to the recovery process and an increase in traffic congestion.

#### **Recommendations**

Under the direction of the Department of Transportation and the Department of Environmental Protection, heavy duty wrecker operators will participate in a project to train and permit such operators to effect the recovery of the fuel in unbreached saddle tanks. Additionally, the operators will be equipped with storage tanks and the necessary pumping equipment. This pilot program will begin on October 1, 2003.

The Department of Public Safety will introduce additional regulations covering this recommendation under Connecticut Regulation Section 29-23a-9(m). (See Appendix B– Page B-8 (m))

## **4. Additional Equipment, Services and Manpower**

### **Current Practices**

Connecticut General Statutes 14-66 requires towing companies and operators to possess and have available certain equipment necessary to expedite accident scene processes.

#### **Sec. 14-66. Wreckers. Schedule of rates and charges for nonconsensual towing and transporting of motor vehicles and for storage thereof.**

(b) The commissioner, by himself or an inspector authorized by such commissioner, shall examine each wrecker, its number, equipment and identification, and ascertain the mechanical condition of such wrecker and ascertain whether or not it is properly equipped to do the work intended. Such wrecker shall be deemed properly equipped if it has installed thereon two flashing yellow lights so mounted on the vehicle as to show in all directions at all times and which shall indicate the full width of said vehicle. Such lights shall be mounted not less than eight feet above the road surface and as near the back of the cab of such vehicle as practicable. Such lights shall be in operation whenever a disabled vehicle is being towed by such wrecker and when such wrecker is at the scene of an accident or location of a disabled motor vehicle. In addition thereto each wrecker shall be equipped with a spot light so mounted that the beam of light can be shown in all directions. The hoisting equipment of each wrecker shall be of sufficient capacity to perform the service intended and shall be securely mounted to the frame of such vehicle. A fire extinguisher shall be carried at all times on each wrecker which shall be in proper working condition, mounted in a permanent bracket on each wrecker and have a minimum rating of eight bc. A set of three flares in operating condition shall be carried at all times on each wrecker and shall be used between the periods of one-half hour after sunset and one-half hour before sunrise when the wrecker is parked on a highway while making emergency repairs or preparing to pick up a disabled vehicle to remove it from a highway or adjoining property. No registrant or operator of any wrecker shall offer to give any gratuities or inducements of any kind to any police officer or other person in order to obtain towing business or recommendations for towing or storage of, or estimating repairs to, disabled vehicles. No licensee shall require the owner to sign a contract for the repair of his damaged vehicle as part of the towing consideration or to sign an order for the repair of, or authorization for estimate until the tow job has been completed. No licensee shall tow a vehicle in such a negligent manner as to cause further damage to the vehicle being towed.

### **Recommendations**

Department of Public Safety will submit to the Regulations Review Board 29-23a-9 (i) a list of additional equipment and manpower required to efficiently manage recovery operations. (See Appendix B – Page B-6 and 7.)

## **5. Pre-positioning of Additional Service or Towing Equipment During Rush Hours.**

### **Current Practices**

Major construction projects along our highways now require that the contractor(s) have available, (by private contract), tow truck operators, on-site, for accidents and breakdowns. This process has worked well in keeping traffic and incidents under control during the construction hours.

### **Recommendation**

During rush hours and on major urban highways, rotational towing operators should be placed in strategic locations to expedite any traffic incidents.

(This recommendation, if mandated, would have fiscal concerns)

## 6. Statute Change – Connecticut General Statute 14-150

### Current Practices

Abandoned Motor Vehicles (AMV) on limited access highways or parkways have been a concern to traffic management as they are usually in the breakdown lane. During rush hours and in certain locations, these AMV's can impact an accident scene as emergency vehicles cannot easily pass. CGS 14-150 Section 1 states that abandoned motor vehicles must be removed within 24 hours.

#### **Sec. 14-150. Abandoned or unregistered motor vehicles and motor vehicles which are a menace to traffic. Notice. Removal. Storage. Hearing. Lien. Sale.**

(a) Any person who abandons any motor vehicle within the limits of any highway or upon property other than such person's own without the consent of the owner thereof for a period longer than twenty-four hours shall have committed an infraction and shall be fined not less than eighty-five dollars. The last owner of record of a motor vehicle found abandoned, as shown by the files of the Department of Motor Vehicles, shall be deemed prima facie to have been the owner of such motor vehicle at the time it was abandoned and the person who abandoned the same or caused or procured its abandonment.

(c) Any inspector of the Department of Motor Vehicles, any officer attached to an organized police department or any state police officer, upon discovery of any motor vehicle apparently abandoned or a motor vehicle without proper registration, whether situated within or without any highway of this state, shall affix to such motor vehicle a notification sticker in a manner so as to be readily visible. This notification sticker shall contain the following information: (1) The date and time the notification sticker was affixed to the motor vehicle; (2) a statement that pursuant to this section, if the motor vehicle is not removed within twenty-four hours of the time the sticker was affixed, it shall be taken into custody and stored at the owner's expense; (3) the location and telephone number where additional information may be obtained; and (4) the identity of the affixing officer. If the motor vehicle is not removed within such twenty-four- hour period, the affixing department shall take such motor vehicle into its custody and cause the same to be stored in a suitable place, except that such department shall make a reasonable attempt to notify the owner of any such motor vehicle which is determined to be stolen prior to taking such vehicle into its custody and shall allow such owner to make arrangements for removal of such vehicle.

### Recommendation

The Transportation Strategy Board should introduce legislation effecting a change in CGS 14-150 Section 1 and Section 2, to reduce the allowable time from 24 hours to **6 hours for removal**, as shown on the following page.

## **REMOVAL OF UNATTENDED VEHICLES AFTER EIGHT HOURS**

Section 1. Subsection (a) of section 14-150 of the general statutes is repealed and the following is substituted in lieu thereof:

(a) Any person who abandons any motor vehicle within the limits of any highway or upon property other than such person's own without the consent of the owner thereof for a period longer than [twenty-four] **six** hours shall have committed an infraction and shall be fined not less than eighty-five dollars. The last owner of record of a motor vehicle found abandoned, as shown by the files of the Department of Motor Vehicles, shall be deemed prima facie to have been the owner of such motor vehicle at the time it was abandoned and the person who abandoned the same or caused or procured its abandonment.

Section 2. Subsection (c) of section 14-150 of the general statutes, as amended by Public Act 03-264 is repealed and the following is substituted in lieu thereof:

(c) Any inspector of the Department of Motor Vehicles, any officer attached to an organized police department or any state police officer, upon discovery of any motor vehicle apparently abandoned or a motor vehicle without proper registration, whether situated within or without any highway of this state, shall affix to such motor vehicle a notification sticker in a manner so as to be readily visible. This notification sticker shall contain the following information: (1) The date and time the notification sticker was affixed to the motor vehicle; (2) a statement that pursuant to this section, if the motor vehicle is not removed within [twenty-four] **six** hours of the time the sticker was affixed, it shall be taken into custody and stored at the owner's expense; (3) the location and telephone number where additional information may be obtained; and (4) the identity of the affixing officer. If the motor vehicle is not removed within such twenty-four- hour period, the affixing department shall take such motor vehicle into its custody and cause the same to be stored in a suitable place, except that such department shall make a reasonable attempt to notify the owner of any such motor vehicle which is determined to be stolen prior to taking such vehicle into its custody and shall allow such owner to make arrangements for removal of such vehicle.

## **Conclusions**

## **Immediate Actions**

Incidents on our Connecticut highways cost untold dollars in lost employee productivity, discourage economic development, put responders at serious risk from secondary incidents, add pollutants to the air, and degrade our quality of life. Quick response and clearance of incidents should be a high priority to our lawmakers and to our citizens.

Although we believe that investment in projects that address incident management issues produce immediate and substantial benefits, we recognize that there is little or no existing funding available to advance incident management projects. Therefore, initial recommendations focus on items that can be undertaken immediately and with no or little cost.

## **First Steps**

A permanent statewide Incident Management Task Force should be established.

The first undertaking of this Task Force should be to bring all major responders together to review, revise and reissue the Statewide Incident Management Policy that was first adopted in 1992. This policy recognized the cost of incident-induced congestion and established implementation of an incident management program as a top priority. It was signed by the Commissioners of the Department of Transportation, Public Safety, Motor Vehicles and Environmental Protection. The updated Policy should be endorsed by other responders including local fire agencies, local police, emergency medical services and the towing industry, all through their statewide associations.

An updated Incident Management Policy will refocus energy and investment in incident management, and support the activities and programs needed to accomplish the goal of improving incident response, clearance and safety of the traveling public and responders. Each agency should continue to improve its individual response effort whether through funding incident management projects or by making changes in policies and procedures.

At the same time, as a means of achieving improved cooperation and coordination, team-building efforts should be vigorously promoted. The Incident Management Task Force should support the Unified Command System (UCS) as the structure for incident response. Development and implementation of a Unified Command Manual that defines UCS, roles and responsibilities should be supported, along with training and exercises to reinforce the procedures cited in the Manual.

## **Ongoing Efforts**

The Task Force and incident management stakeholders should continue to address the topics described in this White Paper and additional issues as they are identified. Policies that promote coordination of response need to be evaluated, developed and championed. The cost of projects must be identified, priorities for implementing those projects established, and funding obtained. As projects are implemented and policies and procedures changed, the incident management

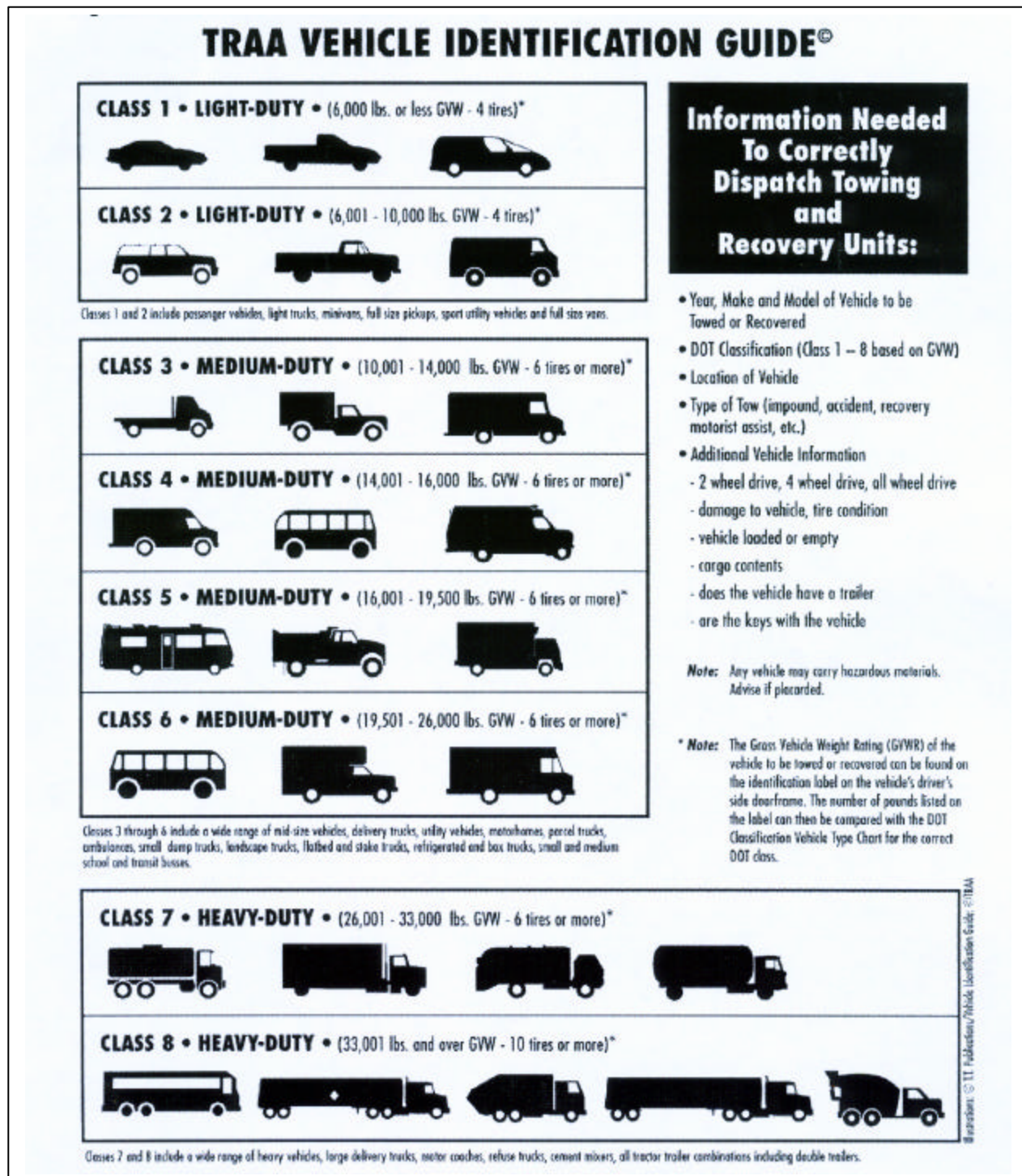
program should be periodically evaluated. Progress should be noted, weaknesses identified and additional changes pursued. Lessons learned should be shared with all responders.

The findings in this White Paper are the result of a collaborative effort of diverse agencies and represent a significant amount of research and evaluation. The management of incidents on highways in Connecticut is first class and undertaken by dedicated professionals. However, there are improvements that can be made. This White Paper recommends changes in policy that will support improved coordination and team building among responders, modifications to procedures that will improve operations, and additional tools that will improve response and clearance efforts.



## FIGURES

FIGURE 1



**FIGURE 2 ConnDOT Highway Operation Center Coverage Map**

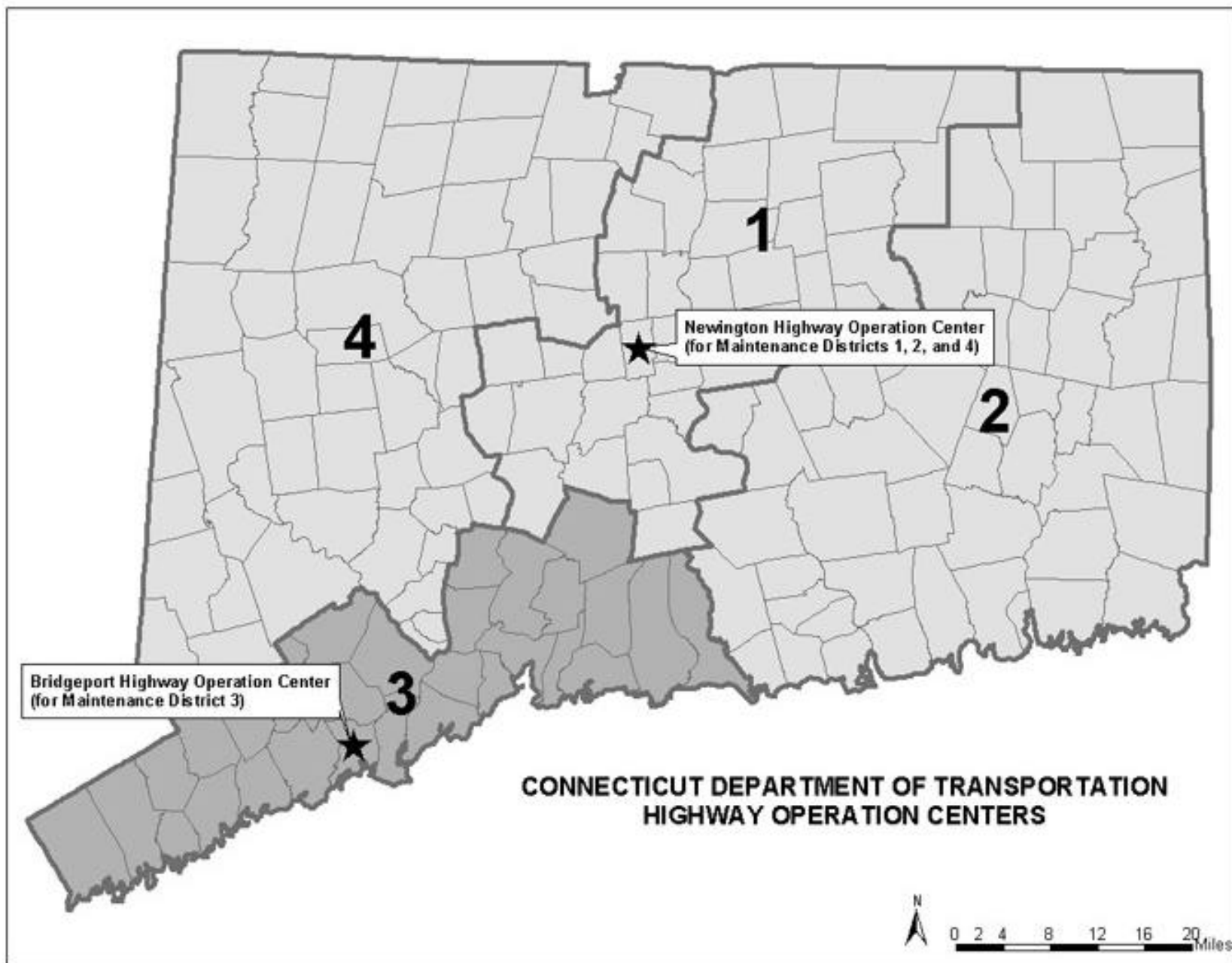


FIGURE 3 Executive Order No. 24, concerning Hazardous Materials Spills

STATE OF CONNECTICUT  
BY HER EXCELLENCY  
ELLA GRASSO  
GOVERNOR

EXECUTIVE ORDER NO. TWENTY-FOUR

WHEREAS, the production, use, spillage response and/or disposal of hazardous materials in Connecticut should be effectively managed in relationship to public health, public safety and all elements of our environment which encompasses our entire biosphere of land area resources, water resources and air resources; and

WHEREAS, there is concern that Connecticut could experience a major hazardous materials spill incident; and

WHEREAS, the unplanned release or spill of hazardous materials requires immediate and effective responses by local police and fire personnel as well as response and technical assistance from a variety of state agencies; and

WHEREAS, the Connecticut Hazardous Materials Spills Environmental Emergency Task Force representing the Connecticut Departments of Environmental Protection, State Police, Transportation, Motor Vehicles, the Office of Civil Preparedness, the National Guard, the State Fire Marshal, the Connecticut Chiefs of Police Association and the Connecticut Fire Chiefs Association, established at my direction, analyzed potential hazardous materials problems and reported its recommendations; and

WHEREAS, a local--regional--state partnership board known as the Connecticut Areawide Waste Treatment Management Planning Board (the 208 Board) analyzed the industrial sludge problem in Connecticut and issued its Phase I report entitled, "Industrial Sludge Study" on August 29, 1978, recommending, in part, improved coordination among various units within the Department of



Environmental Protection and other state agencies; and

WHEREAS, there are opportunities for improving public agency coordination and increasing individual agency response capabilities within existing budget constraints and potential federal grant increased opportunities.

NOW, THEREFORE, I, ELLA GRASSO, Governor of the State of Connecticut, acting by virtue of the authority vested in me under the Constitution and the statutes of this state, do hereby ORDER:

1. That the Department of Environmental Protection, in accordance with provisions of existing law, shall function as the coordinating agency for all state agencies in order to facilitate more effective responses to hazardous materials problems. This coordinating activity should complement rather than alter on-scene command control exerted by the appropriate ranking public safety official.
2. That all state agencies shall assist the Department of Environmental Protection in its new hazardous materials management role as the coordinator of state agencies.
3. That the Department of Environmental Protection shall establish a comprehensive hazardous materials management program which consolidates existing and emerging hazardous materials programs into a unified approach, including a planning, spill prevention efforts, training for departmental personnel as well as other state and local agency personnel, spill response technical assistance, state agency assistance coordination, hazardous materials disposal and enforcement efforts. The Office of Radiation Safety shall continue as a separate but closely coordinated hazardous materials regulation program.
4. That the Department of Environmental Protection and the Office of Civil Preparedness shall jointly draft legislation necessary to deal effectively with hazardous materials

environmental emergencies and disaster conditions where the responsible party does not act promptly or is unknown.

5. That the Department of State Police shall continue to monitor their existing toll-free telephone number available for reporting hazardous materials incidents on a 24-hour basis and shall take steps aimed at disseminating information on the availability of this number to appropriate public officials as well as take the steps necessary to further insure proper notification of all officials necessary to provide effective response.

6. That the Department of State Police shall explore cost effective means of increasing that department's 24-hour capability of accessing and disseminating technical information on the characteristics of commonly used hazardous materials in order to speed the availability of this critical information to the on-scene commanding official.

7. That nothing herein shall be construed as affecting the responsibilities of the Secretary of the Office of Policy and Management pursuant to Section 19-409 of the Connecticut General Statutes, as amended.

This Order shall take effect immediately.

Dated at Hartford, Connecticut, this 25th day of October 1978.



Ella Grasso  
ELLA GRASSO, Governor

Filed this 26th day of October 1978

Wm. C. Sullivan  
Secretary of the State

## **FIGURE 4**

### **THE STATE OF CONNECTICUT INCIDENT MANAGEMENT POLICY**

#### **Establishing Tomorrow's Highway Program for Safety, Efficiency, Economic Growth, and the Environment**

##### **Incident Management**

Congestion on Connecticut's highways, especially in Greater Hartford and in southwestern Connecticut up to the Quinnipiac River Bridge in New Haven, has become an everyday event. Motor vehicle demand on our roadways far exceeds capacities.

According to a study by the Federal Highway Administration, incident-induced congestion along 123 miles of expressway within the Hartford region caused 8.9 million vehicle-hours of delay and 6.7 million gallons of excess fuel consumption in 1984.

##### **Incident-Caused Congestion Facts:**

###### **Safety**

Breakdowns, accidents, and debris on Connecticut's busy highways create life-threatening hazards;

###### **Efficiency**

Congestion yields effectively less capacity and reduced roadway efficiency;

###### **Economic Growth**

Decreased road capacity due to congestion adds real costs to all existing businesses and discourages future growth;

###### **Environment**

Congestion degrades the environment by increasing fuel consumption and air pollution emissions.

The objective of Connecticut's Incident Management Policy is the enhancement of existing programs and the formation of a statewide program which includes private sector participation and a coordinated effort of all public agencies to ensure that the effects of congestion caused by incidents are managed and the impacts mitigated.

##### **Incident Management Policy**

In recognition of these issues and objectives, the Connecticut Department of Transportation (CDOT), the Connecticut Department of Motor Vehicles (CDMV), the Connecticut Department of Public Safety (CDPS), and the Connecticut Department of Environmental Protection (CDEP) agree that the implementation of an Incident Management program is a top priority. Incident Management consists of a centrally organized effort focused on detecting, responding to, and clearing incidents to recover traffic flow.

The Connecticut policy ensures that highway users receive the maximum possible benefit of an active incident management program that minimizes the impact of traffic-related incidents.

The line agencies of CDOT, CDMV, CDPS and CDEP are given shared responsibility and authority for implementing this policy, cooperatively and expeditiously through a series of programmed activities. The agencies involved in the Connecticut Program will accept and promote the concept of a team approach. An approach which acknowledges all of the efforts that have been conducted to date and will include input from individuals and organizations across the State.

#### **Policy Implementation and Time Frame**

Implementation of this policy will require interactive work between a wide variety of organizations and agency representatives to implement the components of effective incident management and to develop a long-range plan of action.

#### **Program Assessment and Accountability**

The performance of the Incident Management Program will be evaluated periodically. A quantitative assessment will be undertaken to produce a report card on program performance. Weaknesses will be noted and corrective strategies formulated.

#### **A Program for the Future**

It is the intent of the policy to build a program that is continually improving through evaluation of past performance and incorporation of emerging Intelligent Vehicle Highway System (NHS) technology. The long-term objective of the policy is to achieve the combined goals of safety, efficiency, economic growth, and clean air, and therefore promote the advancement of IVHS technologies to achieve improvements in incident management

/s/ \_\_\_\_\_  
*Emil H. Frankel, Commissioner*  
*Connecticut Department of Transportation*

Date Nov. 5, 1992

/s/ \_\_\_\_\_  
*Nicholas A. Cioffi, Commissioner*  
*Connecticut Department of Public Safety*

Date Nov. 5, 1992

/s/ \_\_\_\_\_  
*Louis S. Goldberg, Commissioner*  
*Connecticut Department of Motor Vehicles*

Date Nov. 5, 1992

/s/ \_\_\_\_\_  
*Timothy R. E. Keeney, Commissioner*  
*Connecticut Department of Environmental Protection*

Date Nov. 5, 1992



## FIGURE 5

### CONNECTICUT QUICK CLEAR POLICY

This agreement made this 2nd day of November, 1995 by and between the Department of Transportation- (DOT) and the Department of Public Safety (DPS) establishes a policy for State Police and DOT personnel to remove vehicles from roadways and restore a safe and orderly flow of traffic following a motor vehicle accident or incident on a state highway.

Nothing in this policy is meant to inhibit or interfere with the authority of fire officials under Section 7-313e of the Connecticut General Statutes. Therefore, whenever any fire department responds to and takes action at the scene of an emergency, the implementation of this policy shall be coordinated with the fire chief or fire officer-in-charge.

Both agencies agree that public safety has the highest priority and it must be addressed at all times.

**PURPOSE:**

To enable the safe movement of traffic.

To minimize the congestion cost of highway incidents.

To prevent the occurrence of secondary accidents.

**GENERAL:**

When an incident occurs on a Connecticut limited access state highway and the travel portion is totally or partially blocked, the Connecticut State Police, in cooperation with the on-scene Department of Transportation representative, shall reopen the roadway as soon as possible on a priority basis.

Members of the State Police will conduct their required investigation in as expedient a manner as possible, considering the severity of the collision and the quality of their investigation. Lengthy investigations will require investigators to work diligently in an attempt to minimize traffic delays. This may mean that certain "non-critical portions of an investigation can be conducted at a later time when traffic congestion is nonexistent (i.e., non-peak periods).

In circumstances in which it is determined that cargo or a vehicle is blocking the highway or portion thereof so as to constitute a traffic hazard or obstruction to the free movement of traffic, the Department of Transportation and/or the State Police on-scene representatives may direct the removal/relocation of the cargo or vehicle from the travel portion of the highway. Such representatives shall document the reasons for ordering the removal of the cargo and/or vehicle.

In order to avoid traffic congestion or obstructions to the free movement of traffic which may create a safety hazard, delays in the reopening of a highway caused by a company dispatching additional trucks and/or equipment will not be allowed.

If commercial help does not arrive in a reasonable time or is unable to correct the situation, the Department of Transportation will assign the necessary equipment and personnel to reopen the road or lane as soon as possible.

Every effort will be made to remove all material to a safe location in the shortest time possible, using whatever equipment is necessary.

In witness whereof, each party hereto has caused this document to be executed in its name and on its behalf by its duly authorized officer or agent as of this day and year first above written.

/s/\_\_\_\_\_  
J. William Burns  
Commissioner  
Department of Transportation

Date: November 2, 1995

/s/\_\_\_\_\_  
Kenneth H. Kirschner  
Commissioner  
Department of Public Safety

Date: October 16, 1995

**FIGURE 6 CHAMP Coverage Map**

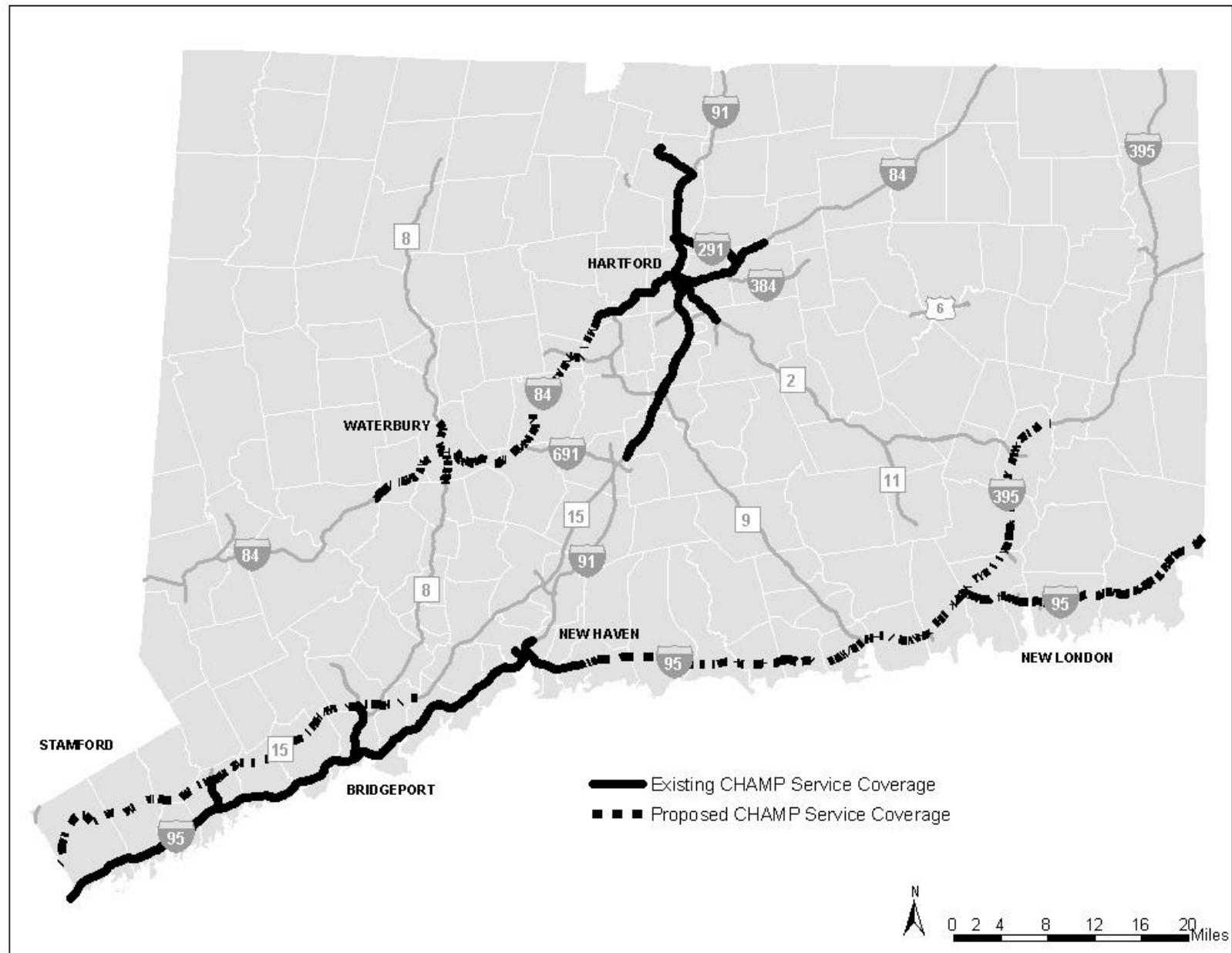



FIGURE 7: Rotator Series Specifications

**CHALLENGER**™ NOTE 2

**“The Ultimate Recovery Machine”**

**3302 & 9909 Rotator Series**



**Strength....Reach...Durability...**

Three words used by professional towers to describe how they feel about their Challenger Rotators. They know they can depend on their Challengers to have the brute strength to tackle the toughest recovery jobs. Features that include 360° boom rotation, forward and rear outriggers and a long two stage boom makes this the ultimate recovery machine.

**CHALLENGER**™

## SPECIFICATIONS

<b>8808</b>		
<b>BOOM</b>		
Basic structural rating	Retracted	100,000 lbs.
	TEMA Extended	34,000 lbs.
Reach past tailgate at 0°	Retracted	26"
	Extended	182"
Max. working height at max. elevation		32'
Range of elevation		0° - 57°
Boom Rotation		360°
<b>FRAME WINCH</b>		
Type		Planetary
Capacity per winch		50,000 lbs.
Cable size		3/4" x 250'

<b>9909</b>		
<b>BOOM</b>		
Basic structural rating	Retracted	140,000 lbs.
	TEMA Extended	50,000 lbs.
Reach past tailgate at 0°	Retracted	24"
	Extended	180"
Max. working height at max. elevation		30'
Range of elevation		0° - 52°
Boom Rotation		360°
<b>FRAME WINCH</b>		
Type		Planetary
Capacity per winch		60,000 lbs.
Cable size		7/8" x 250'

All ratings specified are based on structural factors only - not vehicle capacity or capabilities.

## CHASSIS RECOMMENDATIONS

Tri-Axle Chassis is recommended; however, Tandem Chassis can be accommodated. Consult factory for further details.

Minimum Front Axle GAWR	20,000 lbs.
Minimum Rear Axle GAWR	46,000 lbs.
Minimum C.B. (Cab to Bogie) dimension	180"
Min. Frame Length behind Center Line of Rear Axle	40"
RBM (IN./LBS.) 8808	3.5 mil.
RBM (IN./LBS.) 9909	4.0 mil.

All recommendations are minimums. Heavier specifications may be required depending on Chassis and Equipment weights.

Specified minimum C.B. is for standard length body and provides adequate towing capabilities. Longer C.B. chassis can be accommodated at additional cost. Consult factory for any non-standard C.B. chassis.

The outside frame rails of chassis extending behind cab must be free of fuel tanks, air tanks, battery boxes exhaust stacks, etc.

NOTE: Challenger reserves the right, without notice and without obligation, to improve or modify products, which may change the specifications, models, and feature availability.

## STANDARD FEATURES

- 3 stage hydraulic pump
- Dual, variable speed hydraulic planetary winches
- 250 ft. winch cable, each winch
- Cable tensioners
- 360° boom end swivels
- Power boom elevation
- Load holding valves on boom elevation, boom extension, rear spade extension and front outrigger down and up
- 360° Boom Rotation
- Front outriggers with self storage
- Nylatron bearing boom slide pads
- Lubrication fitting on all shafts and other moving parts
- 96" wide heavy duty body with flat floor
- 180" C.B. Modular Body
- 2 stage power boom extension with counterbalance valve
- Rear D Rings
- Dual control stations
- 2 D-Rings mounted on outer and inner recovery booms
- Pressure gauges
- Mud flaps
- Federal standard #108 lighting
- Deluxe switch panel
- Wiring harness in loom with junction box
- Fenderettes
- House locks-secures wrecker in stored position 180° apart
- Excellent control valve location for service
- Spring loaded tool compartment door returns
- Hydraulic reservoir with rubber isolated mounts
- Hydraulic reservoir has removable clean out cover with tank drain and oil level sight gauge
- Suction oil flow shut off valve
- Safety chains
- Rigid torsional resistant mounting frame
- Air operated winch clutch release
- Rear hydraulic extendable outriggers
- Boom angle indicator gauge

## OPTIONAL EQUIPMENT

- SDU-2 underlift with power tilt
- Truck hitch with hook-up chains
- Spotlights
- Convenience group
- Snatch blocks
- Side mounted "D" rings
- Winch bucket mounted light pylon with electrical collector ring for 360 degree rotation
- Tool compartment lights
- Wrecker special light
- Work light below tailgate
- Wrecker lanyard control
- Air & Electrical Hookups
- Aluminum dress up package
- Rear mounted Drag Winches
- Aluminum Body
- AirShift PTO

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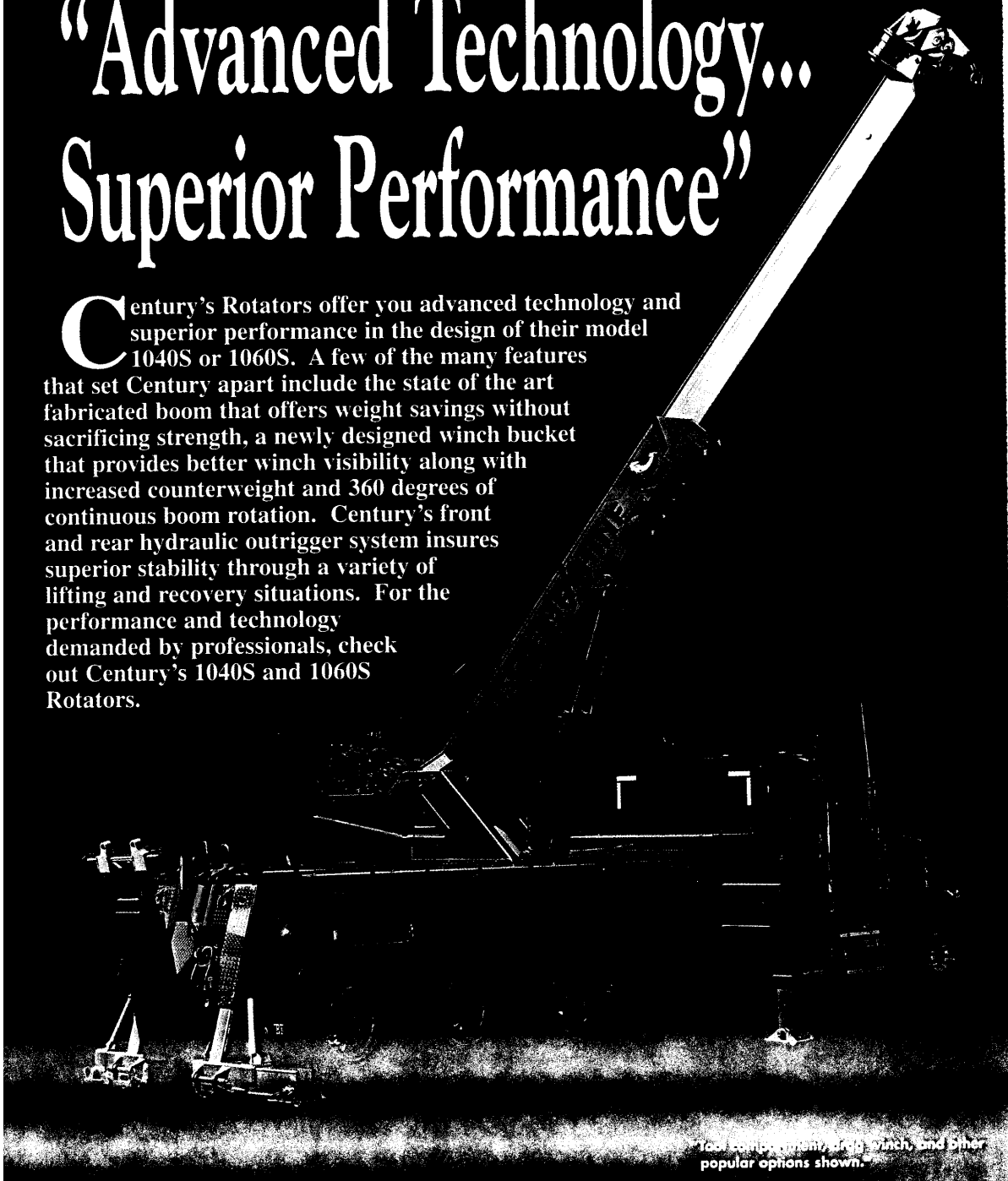
# CENTURY<sup>®</sup>

NOTE 2

L E G E N D A R Y   L E A D E R S H I P

## "Advanced Technology... Superior Performance"

Century's Rotators offer you advanced technology and superior performance in the design of their model 1040S or 1060S. A few of the many features that set Century apart include the state of the art fabricated boom that offers weight savings without sacrificing strength, a newly designed winch bucket that provides better winch visibility along with increased counterweight and 360 degrees of continuous boom rotation. Century's front and rear hydraulic outrigger system insures superior stability through a variety of lifting and recovery situations. For the performance and technology demanded by professionals, check out Century's 1040S and 1060S Rotators.



\*See component, drum, winch, and other popular options shown.

## WRECKER SPECIFICATIONS

		1040S
<b>BOOM</b>		
Basic structural rating	Retracted	80,000 lbs.
At 30° (SAE)	Extended	25,000 lbs.
Reach past tailgate at 0°	Retracted	22'
	Extended	152'
Max. working height at max elevation		28'
Range of elevation		0° - 58°
Boom Rotation		360°
<b>WINCHES</b>		
Type		Planetary
Capacity per winch		35,000 lbs.
Cable size		3/4" X 250'

## WRECKER SPECIFICATIONS

		1060S
<b>BOOM</b>		
Basic structural rating	Retracted	120,000 lbs.
At 30° (SAE)	Extended	35,000 lbs.
Reach past tailgate at 0°	Retracted	26'
	Extended	170'
Max working height at max elevation		28'
Range of elevation		0° - 48°
Boom Rotation		360°
<b>WINCHES</b>		
Type		Planetary
Capacity per winch		50,000 lbs.
Cable size		3/4" X 250'

## CHASSIS RECOMMENDATIONS

Tandem Axle Chassis is recommended; however, Tri-Axle Chassis can be accommodated. Consult factory for further details.

Minimum Front Axle GAWR ..... 20,000 lbs.

Minimum Rear Axle GAWR ..... 46,000 lbs.

Minimum C.B. (Cab to Bogie) Dimension ..... 180"

Min. Frame Length behind Center Line of Rear Axle ..... 40"

RBM (IN./LBS.) ..... 3.5 mil.

All specifications are minimums. Heavier specifications may be required depending on chassis & equipment weights.

Specified minimum C.B. is for standard-length body and provides adequate towing capabilities. Longer C.B. chassis can be accommodated at additional cost. Consult factory for any non-standard C.B. chassis.

The outside frame rails of chassis extending behind cab must be free of fuel tanks, air tanks, battery boxes, exhaust stacks, etc.

## STANDARD FEATURES

- 3-stage hydraulic pump
- Dual, variable speed hydraulic planetary winches
- 250' winch cable, each winch
- 360° boom end swivels
- Power boom elevation and retraction
- Load holding valves on boom elevation, boom extension, rear spade extension and front outrigger down and up
- Spring-loaded winch cable hook storage
- Front outriggers with self storage
- Nylon bearing boom slide pads
- Lubrication fittings on all shafts and other moving parts
- 96" wide heavy-duty body with flat floor
- Modular body
- 2-stage power boom extension with counter-balance valve
- Four rear tie-back loops on tailgate
- Dual control stations
- 2 D-rings mounted on outer and inner recovery booms
- Pressure gauges
- Mud flaps
- Federal standard #108 lighting
- Deluxe switch panel
- Wiring harness in loom with junction box
- Rubber fenderettes
- House locks - secures wrecker in stored position 180° apart
- Excellent control valve location for service
- Spring loaded tool compartment door returns
- Hydraulic reservoir with rubber isolated mounts
- Hydraulic reservoir has removable clean-out cover with tank drain and oil level sight gauge
- Hydraulic pump with suction oil flow shut-off valve
- Boom cable wing supports
- Safety chains
- Rigid torsional resistant mounting frame
- Air-operated winch clutch release
- Hydraulic rear outriggers
- Removable flat and spade pads
- Boom angle indicator gauge
- Cable tensioner

## OPTIONAL EQUIPMENT

- Air/electrical shift PTO
- SDU-2 underlift
- Truck hitch with hook-up chains
- Spotlights
- Convenience group
- Snatch blocks
- Side mounted "D" rings
- Winch bucket-mounted light pylon with electrical collector ring for 360° rotation
- Tool compartment lights
- Light bar
- Work light below tailgate
- Wrecker lanyard control
- Air and electrical hook-ups
- Aluminum dress-up package
- Drag winch

NOTE: Specifications subject to change without notice. All ratings specified are based on structural factors only, not vehicle capacities or capabilities.

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## **APPENDIX A**

**The following pages are from the Massachusetts Unified Response Manual for Roadway Traffic Incidents and represent a model upon which Connecticut can build.**



## ROADWAY INCIDENT RESPONSE PROCEDURES

The Incident Management System previously described shall be used to manage every roadway incident occurring on designated NHS roadways and principal arterials. This will support an effective, multi-agency response, integrated scene management and shortened incident durations. The following procedures and guidelines have been established to provide a common language and playing field by which all responding agencies can enhance their response and on-scene management activities.

### **Response:**

To simplify and provide effective guidelines for incident response, incidents need to be categorized by the level of response required. Characteristics considered in establishing the level/degree of an incident include: expected duration, seriousness, personal injury, property damage, threat to the environment, impact on traffic (number of blocked lanes or facility closure) and hazardous material releases.

### **Traffic Levels are:**

- |                         |   |
|-------------------------|---|
| <b><u>Traffic 1</u></b> | Minor incident not in a travel lane.  |
| <b><u>Traffic 2</u></b> | Incident with injuries, one (1) travel lane blocked, duration less than one (1) hour.                                 |
| <b><u>Traffic 3</u></b> | Incident with injuries, two (2) or more travel lanes blocked, no major threat of fire, duration exceeds one (1) hour. |
| <b><u>Traffic 4</u></b> | Incident with injuries/fatalities, all travel lanes blocked (one direction), duration exceeds two (2) hours.          |
| <b><u>Traffic 5</u></b> | Incident with injuries/fatalities, all travel lanes blocked (both directions), duration exceeds two (2) hours.        |

**Hazardous Materials Release Levels are:**

- Haz 0**      Minor petroleum release contained to roadway, no potential threat of fire.
- Haz 1**      Petroleum or other hazardous material release containable by the first responding Fire Department. The Fire Department is capable of containing release and controlling the scene.
- Haz 2**      Report of spills in excess of 50 gallons of petroleum products such as gasoline, diesel, oil, fuel oil, etc.; unconfirmed reports of chemical spills, leaking containers, process malfunction, accidents of fires producing irritating, corrosive, or flammable vapors or other hazardous conditions. These situations are beyond the control of the local Fire Department and require the activation of a Regional Hazardous Materials Response Team.
- Haz 3**      Report by the Senior Fire official in charge of materials or conditions which require the use of chemical protective clothing, the evacuation of areas and buildings adjacent to the emergency incident, or other extreme conditions necessitating additional equipment and specially trained personnel. These are the most serious of all hazardous materials incidents. These incidents are beyond the capabilities of the Regional Hazardous Materials Response Team and require resources from State, Federal and/or private industry.

**Note:**      **Fire Chief determines if the incident is a Haz 1, Haz 2, or Haz 3 level.**

Regardless of the incident type the basic tenets of scene management are the same only the circumstances and priorities change.

<b>INCIDENT LEVEL MATRIX</b>					
<b>Criteria</b>	<b>Traffic Level</b>				
	1	2	3	4	5
Debris or disablement	X				
Accident	X	X	X	X	X
Injuries		X	X	X	X
1 or More Lanes Blocked		X			
2 or More Lanes Blocked			X		
All Lanes Blocked				One Direction	Both Directions
Duration	30'	45'	1 + Hrs	2 + Hrs	2 + Hrs

	<b>Hazardous Materials Release Levels*</b>			
	0	1	2	3
Petroleum	X	X	X	X
Haz Mat		X	X	X

\*Fire chief makes the determination when the incident is a Haz 1, 2 or 3 level

**Table 1: Incident Level Matrix**

Table 1 depicts the criteria used to define each traffic or hazard level. For example, a two car accident, blocking 2 travel lanes, personal injury, a duration of an hour with a little radiator fluid and gas would be a **Traffic Level 3, Haz level 0** incident.

INCIDENT AGENCY RESPONSE MATRIX								
Agency/Level	1	2	3	4/5	H0	H1	H2	H3
MHD	X	X	X	X	X	X	X	X
MAP*	X	X	X	X	X	X	X	X
MSP		X	X	X	X	X	X	X
FIRE		X	X	X		X	X	X
EMS*		X	X	X		X	X	X
TOW*	X	X	X	X				
DEP						X	X	X
ME*				X				
Regional Haz/Mat Team							X	X

\*If required

**Table 2: Incident Agency Response Matrix**

Table 2 depicts which agencies may be required to respond to a specific incident level. These Incident Levels provide for consistent and effective response to roadway incidents. The intent of the URM is to maintain flexibility for decision making, when activating a response level consistent with the nature of the incident. For example, a DMV does not warrant the response comparable to a TTL rollover involving personal injury.

***Each agency is responsible for developing their own response strategies relative to the incident levels previously described.***

A responding agency uses the incident level to initiate preplanned response, as the example shown in Table 3, to ensure timely and accurate responses.

MHD RESPONSE MATRIX							
Equipment	Level						
	1	2	3	4/5	H0	H1	H2/H3
Arrowboard		X	X	X		X	X
Sander			X	X	X	X*	X**
Loader				X		X*	X**
Response Trailer				X		X	X
VMS			X	X		X	X
Dispatch MAP Van		X	X	X	X	X	X

***Table 3: Example of Pre-planned Agency Response to a Given Incident Level***

\* For petroleum only

\*\* May provide absorbent material for diking or emergency mitigation

## MITIGATION/CLEARANCE

The Incident Management System process is initiated by the First-On-Scene individual who communicates the incident description using the Size Up Report described later) to their central dispatch. The effectiveness of scene management is a function of well defined duties and responsibilities. Table 4A and Table 4B depict a brief summary of responder agency duties and responsibilities.

TABLE OF DUTIES AND RESPONSIBILITIES			
First-On-Scene	IC	Police	Fire
Initiate communication of incident with exact location	Coordinate incident to assure quick clearance	Perform first-on-scene duties	Perform first on-scene duties
Size up the incident	Establish command post	Perform first responder duties	Perform first responder duties
Communicate size up	Form command staff	Secure scene	Rescue
Secure scene	Develop an Incident Action Plan	Control scene access/egress	Protect exposure
<b>Assume IC duties until relieved</b>	Assess incident for additional response.	Implement alternate route	Extinguish fire
	Determine need for alternate route	Provide public information coordinator	Limit ohm threat
	Prioritize work by setting goals	Conduct incident investigation. Notify FHWA/OMC of certain CMV INCIDENTS	Perform recovery actions
	Identify staging area for equipment	Assume IC duties when appropriate	Assume IC duties when appropriate
	Assign tactical resources	Support unified command as necessary	Support unified command as necessary
	Ensure public information is disseminated		
	Ensure interagency cooperation		
	Consult with each agency representative.		

***Table 4A: Duties and Responsibilities***

TABLE OF DUTIES AND RESPONSIBILITIES			
EMS	MHD/MTA	DEP	Dispatcher
Perform first-on-scene duties	Perform first-on-scene duties	Assess environmental threat	Receive size up
Coordinate EMS activities and resources	Initiate containment of petroleum release	Support fire department with ohm releases	Check for omitted information using size up
Assess needs for additional EMS resources	Provide limited absorbent material	Set clean up goals to open road	Anticipate incident needs
Triage the sick and injured	Provide heavy equipment	Address responsible party (RP) issues	Provide interagency notification
Treat the sick and injured	Assist MSP to implement traffic management strategies	Contact contractor for clean up.	Provide interagency communication
Extricate the injured	Provide traffic control devices.	Direct clean up of OHM	<b>Support unified command as necessary</b>
Transport sick and injured	Debris clean up.	<b>Support unified command as necessary</b>	
Provide medical support to response personnel	Respond to Releases of Medical Waste		
Determine the need for ME.	Address Discovery of Unknown HazMat		
<b>Assume IC duties when appropriate</b>	Notify FHWA of Incidents		
<b>Support unified command as necessary</b>	<b>Support unified command as necessary</b>		
Tow	Media	MAP Van	MDPH
Assist police/fire vehicle removal.	Disseminate accurate information to public	Perform emergency services and motorist assistance at the scene as per MHD SOP	Identify Medical Waste as Infectious/Non Infectious
Remove debris	<b>Support unified command as necessary</b>	Rejoin the queue and perform incident mgt services as required	Assist with disposal options
<b>Support unified command as necessary</b>		<b>Support unified command as necessary</b>	Respond to incidents involving food, drugs, cosmetics, and assist with disposal options.
			Assist with the coordination of the EMS system active in response to rdwy traffic incident

**Table 4B: Duties and Responsibilities**

## **APPENDIX B**

**The following pages are draft changes to the Department of Public Safety's  
REGULATIONS CONCERNING THE OPERATION  
OF A ROTATIONAL SYSTEM FOR SUMMONING  
WRECKERS**



*IMPORTANT: Read Instructions on bottom of  
Certification Page before completing this form.  
Failure to comply with instructions may cause  
disapproval of proposed Regulations.*

STATE OF CONNECTICUT  
**REGULATION**  
of

NAME OF AGENCY

DEPARTMENT OF PUBLIC SAFETY

Concerning

7/22/03  
DRAFT

REGULATIONS CONCERNING THE OPERATION OF A  
ROTATIONAL SYSTEM FOR SUMMONING WRECKERS

**DEPARTMENT OF PUBLIC SAFETY**  
**REGULATIONS CONCERNING THE OPERATION OF A**  
**ROTATIONAL SYSTEM FOR SUMMONING WRECKERS**

Section 1. Section 29-23a-1 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-1. Definitions**

As used in Sections 29-23a-1 to 29-23a-17, inclusive:

- (1) "GVWR" means gross vehicle weight rating;
- (2) "Light-duty service wrecker operator" means a wrecker operator with a wrecker of 11,000 pounds or greater GVWR and a one-car carrier of 14,500 pounds or greater GVWR;
- (3) "Heavy-duty service wrecker operator" means a wrecker operator with two wreckers of 31,000 pounds or greater GVWR and boom capacity of 25 tons and 20 tons, respectively; [and]
- (4) "HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR" MEANS A WRECKER OPERATOR WITH TWO COMMERCIALY MANUFACTURED, HEAVY-DUTY HYDRAULIC RECOVERY WRECKERS, WITH BOOM CAPACITIES OF A TOTAL COMBINED RATING OF 50 TONS, INTENDED TO SERVICE VEHICLES OF 26,001 POUNDS OR GREATER GVWR; AND
- (5) "ROTATOR" MEANS A WRECKER/RECOVERY VEHICLE CONSISTING OF A ROTATING SUPERSTRUCTURE (CENTER POST OR TURNTABLE), ADJUSTING BOOM, OPERATING MACHINERY, AND ONE OR MORE OPERATOR'S STATIONS MOUNTED ON A FRAME ATTACHED TO A TRUCK CHASSIS. SUCH VEHICLE HAS THE ABILITY TO LIFT, LOWER, AND SWING LOADS AT VARIOUS RADII.

[(4)] (6) "Wrecker operator" means a wrecker operator participating in the rotational system established by Sections 29-23a-1 to 29-23a-17, inclusive.

Sec 2. Section 29-23a-2 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-2. Equipment Requirements [for Light-duty and Heavy-duty Service Wrecker Operators]**

(a) A wrecker of the type referred to in subdivision (2) of Section 29-23a-1 shall be equipped with a single winch and wheel lift. Such winch shall have a minimum capacity of 8,000 pounds.

(b) In addition to the requirements set forth in subdivision (3) of Section 29-23a-1, a heavy-duty service wrecker operator shall have available at least one wrecker with an under-reach axle lift. Such wrecker shall be capable of towing a loaded tractor-trailer unit. This requirement may be satisfied by a third dedicated under-lift vehicle without a boom. [A heavy-duty service wrecker operator shall also have available sufficient auxiliary equipment to right overturned vehicles and perform other vehicle recovery operations.]

(c) IN ADDITION TO THE REQUIREMENTS SET FORTH IN SUBDIVISION (4) OF SECTION 29-23A-1, THE SMALLEST WRECKER AVAILABLE TO A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL HAVE A 20-TON BOOM RATING AND A GVWR OF AT LEAST 31,000 POUNDS. ONE OF THE TWO WRECKERS MAINTAINED BY SUCH WRECKER OPERATOR SHALL HAVE AN UNDERLIFT CAPABLE OF TOWING A LOADED TRACTOR AND TRAILER COMBINATION WEIGHING AT LEAST 80,000 POUNDS. THE OTHER WRECKER MAINTAINED BY SUCH WRECKER OPERATOR SHALL HAVE A TANDEM AXLE WITH A GVWR OF AT LEAST 48,000 POUNDS; AND

[(c)](d) A wrecker operator shall not tow a motor vehicle if the load the towed vehicle places on the wrecker boom assembly exceeds the wrecker's rated boom capacity, or if the weight of the wrecker and the load exceeds the maximum weight rating of the wrecker's axle assemblies as set forth in subsection (b) of Section 14-267a of the Connecticut General Statutes.

(e) ANY WRECKER OPERATOR CURRENTLY PLACED ON A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR ROTATIONAL LIST SHALL NOT BE REQUIRED TO COMPLY WITH SECTIONS 29-23A-1(4) AND 29-23A-2(C) UNTIL JANUARY 1, 2006.

Sec. 3. Section 29-23a-3 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-3. Rotational System for Summoning Wreckers**

- (a) State police troop commanders [may] SHALL prepare separate rotational lists for light-duty, [and] heavy-duty, AND HEAVY-DUTY-RECOVERY service wrecker operators for each municipality within the geographical area covered by each state police troop. If there is no wrecker service within municipal borders, the troop commander shall establish a rotational list of wrecker operators from adjoining municipalities.
- (b) A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL RESPOND TO ALL ACCIDENTS REPORTED TO STATE POLICE ON STATE-POLICE PATROLLED HIGHWAYS INVOLVING A VEHICLE WITH A GVWR OF 26,001 POUNDS OR GREATER.

Sec. 4. Section 29-23a-5 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-5. Performance Standards**

Wrecker operators shall be available 24 hours per day, seven days per week, and shall respond to calls for service on limited-access highways no later than 20 minutes after notification by state police, 30 minutes in all other locations. Where traffic conditions warrant, required response times may be reduced at the discretion of the state police troop supervisor on duty or his or her designee. Where a shorter response time is required, the wrecker operator shall be so advised when notified of the call for service. SUPPORT ITEMS PROVIDED BY A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL RESPOND TO A CALL FOR SERVICE WITHIN A PERIOD OF TIME DETERMINED TO BE REASONABLE BY A STATE POLICE TROOP SUPERVISOR ON DUTY OR HIS OR HER DESIGNEE, TAKING INTO ACCOUNT THE EQUIPMENT NEEDED, TIME OF DAY, TRAFFIC VOLUME, WEATHER CONDITIONS AND SUCH OTHER FACTORS AS HE OR SHE DEEMS TO BE APPROPRIATE.

Sec. 5. Section 29-23a-6 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-6. Qualification of Drivers.**

- (a) Six months after the effective date of Sections 29-23a-1 to 29-23a-17, inclusive, drivers for wrecker operators participating in the state police rotational system shall successfully complete the National Driver Certification Program of the Towing and Recovery Association of America or a certification program approved by the Commissioner of Public Safety. Thereafter, drivers shall be certified in accordance with the provisions of this section six months after they begin work for a wrecker operator participating in the state police rotational system. Drivers who can demonstrate that they have at least 10 years of experience operating wreckers need not be certified. Applicants may prove that they have the requisite experience by providing the Commissioner of Public Safety with an employment history.
- (b) A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL EMPLOY AT LEAST ONE DRIVER WITH HEAVY-DUTY-RECOVERY ADVANCED LEVEL TRAINING AND CERTIFICATION, AND ONE DRIVER WITH NO FEWER THAN FIVE YEARS OF EXPERIENCE IN HEAVY-DUTY-RECOVERY OPERATIONS. WRITTEN PROOF OF TRAINING AND CERTIFICATION OR EMPLOYMENT HISTORY SHALL BE PROVIDED TO THE COMMISSIONER OF PUBLIC SAFETY.

Sec. 6. Section 29-23a-9 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-9. Responsibilities of Wrecker Operators.**

- (a) All wrecker operators shall meet the response times set forth in Section 29-23a-5. The wrecker operator receiving the call for service shall perform the required service. The call for service may not be delegated to another wrecker operator.
- (b) Wrecker operators shall promptly and efficiently remove from the roadway designated vehicles, associated debris and spills of fluids used in vehicle operations, such as gasoline, oil or antifreeze. Vehicles shall be removed to the wrecker operator's place of business, an alternate storage location approved by the Commissioner of Motor Vehicles, a location requested by the vehicle owner or operator, or a facility under state police control in furtherance of a criminal investigation. Debris shall be removed to the wrecker operator's place of business, unless directed otherwise by state police, or employees of the Connecticut Departments of Environmental Protection or Transportation.

- (c) The wrecker operator shall FOLLOW THE DIRECTIVES OF THE TROOPER OR FIRE OFFICER AT THE SCENE AND obtain the approval of the trooper at the scene prior to departing from the scene of the call for service. The trooper at the scene shall confirm that the roadway has been substantially cleared of all debris prior to releasing the wrecker operator from the scene.
- (d) The wrecker operator shall be responsible for safe removal of the vehicle, its contents and occupants, except where an occupant cannot be legally transported, an arrest has been made or where other arrangements have been made for transportation of occupants. Where the wrecker operator cannot transport all vehicle occupants because of occupancy limitations in the wrecker, the trooper at the scene may assist in providing transportation. Where the trooper at the scene cannot assist in providing transportation, the state police troop supervisor on duty or his or her designee shall make such arrangements as are necessary to safely remove vehicle occupants from the roadway. In order to minimize the likelihood that the wrecker operator cannot transport vehicle occupants because of occupancy limitations, the wrecker operator shall not respond with passengers to a call for service.
- (e) The wrecker operator shall provide the troop with a telephone number allowing contact on a 24-hour, seven-day-per-week basis. No more than one such number each for normal duty hours and other than normal duty hours shall be accepted by the troop.
- (f) A wrecker operator shall notify the appropriate troop before responding to a request for service not transmitted by state police, if such call causes the wrecker operator to perform the service on a road under state police jurisdiction.
- (g) A wrecker operator shall notify the troop whenever a vehicle is removed from the highway pursuant to a rotational call for service, if there is no trooper at the scene at the time the vehicle is to be removed from the highway.
- (h) In addition to the equipment required by section 14-66 of the Connecticut General Statutes, a light-duty service wrecker operator responding to a scene shall be equipped with communications equipment, such as a two-way radio or wireless telephone, a second rear spot light, three triangle reflectors and shovels, brooms and any other equipment necessary to clear the roadway of debris.
- (i) In addition to the equipment required by section 14-66 of the Connecticut General Statutes, a heavy-duty service wrecker operator responding to a

call for service shall be equipped with communications equipment, such as a two-way radio or wireless telephone, a second rear spot light, a total of 10 flares, 10 triangle reflectors, two shovels (one round, one square), one heavy-duty push broom, two pry bars, one bolt cutter, 10 large T-bolts and shut off fittings for buses. Heavy-duty service wrecker operators shall also be capable of providing air to the towed vehicle to facilitate brake system operation.

(j) IN ADDITION TO THE EQUIPMENT REQUIRED BY SECTION 14-66 OF THE CONNECTICUT GENERAL STATUTES, A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL HAVE AVAILABLE COMMUNICATIONS EQUIPMENT, SUCH AS A TWO-WAY RADIO OR WIRELESS TELEPHONE, AND 12 SUPPORT ITEMS OR SERVICES AS FOLLOWS:

- (1) AIR CUSHIONS;
- (2) ROTATOR/CRANE;
- (3) LOW-BED TRAILER;
- (4) BOX TRAILER (WITH DOCK PLATE OR PALLET JACK);
- (5) FORKLIFT OR BOBCAT;
- (6) PAYLOADER OR BACKHOE;
- (7) SERVICE TRUCK (COMPLETE WITH AIR COMPRESSOR, GENERATOR AND AUXILIARY TOOLS);
- (8) GENERATOR AND PORTABLE LIGHTING SYSTEM;
- (9) DUMP TRUCK OR ROLL-OFF CONTAINER DUMPSTER;
- (10) TRACTOR;
- (11) DOLLY CONVERTER; AND
- (12) FOUR LABORERS.

(k) OF THE FIRST 11 SUPPORT ITEMS REFERENCED IN SUBSECTION (J) OF THIS SECTION, AT LEAST SIX SHALL BE PROVIDED

DIRECTLY BY THE HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR. THE REMAINDER MAY BE PROVIDED BY ANOTHER BUSINESS ENTITY, PURSUANT TO WRITTEN AGREEMENT BETWEEN THE HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR AND SUCH BUSINESS ENTITY, PROVIDED THAT THE ITEMS OR SERVICES SHALL BE AVAILABLE TO THE HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR 24 HOURS PER DAY, SEVEN DAYS PER WEEK, 365 DAYS PER YEAR. THE HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL HAVE AVAILABLE AT ALL TIMES THE IDENTITY, ADDRESS OF PRINCIPAL PLACE OF BUSINESS AND TELEPHONE NUMBERS OF THE BUSINESS ENTITY PROVIDING THE SUPPORT ITEMS OR SERVICES. THE REQUIREMENT OF FOUR LABORERS SHALL BE PROVIDED BY THE HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR, NOT BY ANOTHER BUSINESS ENTITY. A HEAVY-DUTY RECOVERY SERVICE WRECKER OPERATOR WITH MULTIPLE BUSINESS LOCATIONS NEED NOT SEPARATELY PROVIDE SUPPORT ITEMS FOR EACH LOCATION, PROVIDED THAT THE SAME PERSON, FIRM OR CORPORATION HOLDS THE LICENSE ISSUED PURSUANT TO SECTION 14-66 OF THE CONNECTICUT GENERAL STATUTES FOR EACH LOCATION.

[(j)] (l) Vehicle storage facilities shall be used and maintained in accordance with section 14-66 of the Connecticut General Statutes and Sections 14-63-34 to 14-63-37b, inclusive, of the Regulations of Connecticut State Agencies.

(m) A HEAVY-DUTY-RECOVERY SERVICE WRECKER OPERATOR SHALL PARTICIPATE IN THE FUEL SADDLE TANK RECOVERY PROJECT OF THE STATE DEPARTMENTS OF TRANSPORTATION AND ENVIRONMENTAL PROTECTION.

Sec. 7. Section 29-23a-16 of the Regulations of Connecticut State Agencies is amended to read as follows:

**Sec. 29-23a-16. Removal from List.**

(a) A wrecker operator may be removed from one or more rotational lists for failing to meet the requirements of Sections 29-23a-1 to 29-23a-17, inclusive, or for violating any statute or regulation concerning the operation of a motor vehicle repair, towing, or storage facility, or any statute or regulation concerning the operation of a motor vehicle. A WRECKER OPERATOR MAY ALSO BE REMOVED FROM ONE OR MORE ROTATIONAL LISTS IF THE WRECKER OPERATOR, OR ONE OR MORE OF ITS EMPLOYEES, POSES A THREAT TO PUBLIC SAFETY.

- (b) Before a wrecker operator may be removed from a rotational list, the state police troop commander responsible for such list shall forward to a hearing officer designated by the Commissioner of Public Safety to conduct removal proceedings a written complaint specifying the reasons that removal is sought. Removal proceedings shall be conducted as required by Section 29-23a-17.

**STATEMENT OF PURPOSE:** To update regulations for the operation of a rotational system for summoning wreckers pursuant to Section 29-23a of the Connecticut General Statutes to better administer policies designed to quickly clear highways in urban corridors.